

# *Social Security Bulletin*



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Old-Age and Survivors Insurance: Coverage Under the  
1954 Amendments

A Team Approach to Rehabilitating Recipients of Aid to  
Dependent Children

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# Social Security in Review

**T**HE number of old-age and survivors insurance beneficiaries continued to increase during October; by the end of the month 6.7 million persons were receiving monthly benefits amounting to \$329.7 million. The increase of 64,000 in the number of beneficiaries during the month was slightly larger than that in the preceding month. About two-thirds of the increase was accounted for by retired workers and their wives.

After the enactment of the 1954 amendments to the Social Security

Act, the area offices of the Bureau of Old-Age and Survivors Insurance concentrated their efforts on expediting the conversion of benefits to the new higher rates and temporarily suspended certain statistical operations with respect to claims. As a result, data on benefit amounts newly awarded or currently being paid, by type of benefit, have not been available for several months. The area offices recently resumed some of these operations, and certain data are now available.

In September, when the amend-

ments were first effective, the liberalization of benefits was chiefly responsible for a 14-percent increase from the previous month in the total amount of monthly benefits being paid. The average old-age benefit was \$58.75, about 13 percent higher than the average in July, the latest month before the conversion to the new benefit rates for which data are available. For wife's or husband's benefits, the average amount payable in September was \$31.58; for child's benefits, it was \$35.11; for widow's or widower's, \$46.38; for mother's, \$44.42; and for parent's, \$47.32. An analysis of the initial effect of the amendments on the average benefits awarded and in current-payment status will appear in an early issue of the BULLETIN.

The average old-age benefit in current-payment status increased 12 cents from September to October, to \$58.87. The upward trend in benefits will probably continue for some months, since the average old-age benefit being awarded currently—\$67.03 in October—is substantially higher than in the past.

Lump-sum death payments awarded in October amounted to \$7.2 million; these awards were based on the earnings records of 39,200 deceased workers. The average lump-sum payment per worker represented in these awards reached an all-time high of almost \$185.

● The number of persons receiving old-age assistance and the total amount of old-age assistance payments continued downward in October, dropping 8,600 and \$1,060,000, respectively. The declines, which were the largest since February 1953,

	October 1954	September 1954	October 1953
<b>Old-age and survivors insurance:</b>			
Monthly benefits in current-payment status:			
Number (in thousands) .....	6,719	6,655	5,837
Amount (in thousands) .....	\$329,728	\$325,956	\$246,572
Average old-age benefit .....	\$58.87	\$58.75	\$50.90
<b>Public assistance:</b>			
Recipients (in thousands):			
Old-age assistance .....	2,570	2,578	2,595
Aid to dependent children (total) .	2,122	2,110	1,924
Aid to the blind .....	102	102	100
Aid to the permanently and totally disabled .....	221	220	190
General assistance (cases) .....	310	308	240
Average payments:			
Old-age assistance .....	\$51.53	\$51.77	\$50.84
Aid to dependent children (per family) .....	85.92	85.52	83.52
Aid to the blind .....	56.22	56.06	55.39
Aid to the permanently and totally disabled .....	54.40	53.72	53.00
General assistance (per case) ....	54.47	53.70	48.38
<b>Unemployment insurance:</b>			
Initial claims (in thousands) .....	1,099	1,123	918
Beneficiaries, weekly average (in thousands) .....	1,299	1,414	656
Benefits paid (in millions) .....	\$135	\$154	\$66
Average weekly payment for total unemployment .....	\$25.72	\$25.56	\$24.04



were largely a reflection of increased old-age and survivors insurance benefits, since 1 in 5 recipients of old-age assistance had been getting old-age and survivors insurance as well. (Higher benefits in old-age and survivors insurance, as well as benefits for some newly eligible persons, were first payable for September 1954, and checks for that month were mailed to beneficiaries about the first of October.) Caseloads and payments rose slightly in the other programs, to bring about a net decline in payments of only \$154,000 for the five assistance programs combined.

The decrease in old-age assistance payments following the adjustments in old-age and survivors insurance would have been greater had it not been for other factors. Total payments rose in 13 States, including Massachusetts, Michigan, and New York, with relatively large caseloads. A few States revised their assistance standards upward in October to reflect changes in living costs. Mississippi changed the percent of need met from 66 to 75; as a result, this State had the largest increase in total payments (6.4 percent).

Some States made no adjustment in old-age assistance payments or adjustments that were smaller than the old-age and survivors insurance benefit increases when, either because of maximums on payments or because of percentage reductions, recipients also getting insurance benefits had less than the full amount of their needs met. In addition, many States were not able in October to revise all payments that supplemented old-age and survivors insur-

ance benefits, and a few States took no action at all. Nevertheless, total payments dropped in 40 States. Within a few months adjustments should be completed for recipients who are getting higher benefits under old-age and survivors insurance. More time may be needed before all of the aged persons on the assistance rolls who are newly eligible for benefits can be identified, receive insurance benefits, and have assistance payments adjusted.

When the increased insurance benefits or the new benefits were sufficient to meet need in full, cases were closed. Although none of the State caseload changes exceeded 2 percent, the 41 States with declines in the old-age assistance caseloads represented the largest number for any month since July 1953.

For the other special types of public assistance, caseload changes in the States were small, numerically; the largest percentage changes were increases in the program for aid to the permanently and totally disabled. In general assistance, changes were somewhat more substantial; increases of 4-7 percent were reported in 10 States and decreases of 4-15 percent in seven States.

For the country as a whole, average payments dropped 24 cents in old-age assistance and rose for the other special types of assistance. In those three programs, more States than usual made adjustments that resulted in substantial increases in payments. Nationally, there was also an increase in the average general assistance payment.

When Mississippi raised the per-

cent of need met in aid to the blind from 66 to 75 percent (the same increase as in old-age assistance), the average payment for recipients of aid under that program rose \$2.54. Alabama reported the largest increases in aid to the blind (\$9.25) and in aid to the permanently and totally disabled (\$10.83), when the State began meeting need in full in these programs. This was made possible by the release of a conditional appropriation for old-age assistance by the Governor, which enabled the State to reallocate other non-earmarked funds to the programs for the blind and for the disabled.

In Arizona the average payment to families receiving aid to dependent children dropped \$3.53, primarily because certain Indian children receiving aid under that program returned to publicly supported boarding schools. While in school these children receive an allowance for clothing and personal incidentals only.

Average increases or decreases of more than \$1 for each family or recipient occurred in 12 States in aid to dependent children, in 11 States in aid to the blind, and in six States reporting on aid to the permanently and totally disabled. Changes in average payments per general assistance case varied from a decline of \$5.79 in Montana to an increase of \$9.68 in Alaska.

● Unemployment among workers covered by the State unemployment insurance programs declined in October in a continuance of the down-

(Continued on page 10)

	October 1954	September 1954	October 1953	Calendar year 1953	Calendar year 1952
Civilian labor force, <sup>1</sup> total (in thousands) .....	64,882	65,243	63,404	63,417	62,966
Employed .....	62,141	62,144	62,242	61,894	61,293
Unemployed .....	2,741	3,099	1,162	1,523	1,673
Personal income <sup>2</sup> (in billions; seasonally adjusted at annual rates), total .....	\$285.9	\$286.6	\$287.8	\$286.1	\$271.2
Employees' income .....	197.3	196.9	201.3	200.0	186.5
Proprietors' and rental income .....	47.2	48.8	48.0	49.0	49.9
Personal interest income and dividends .....	24.5	24.4	23.5	22.8	21.4
Public assistance .....	2.5	2.5	2.4	2.4	2.4
Social insurance and related payments .....	11.9	11.6	9.3	9.2	8.0
Other income payments .....	2.7	2.6	3.5	2.9	3.2
Consumer price index <sup>3</sup> .....	114.5	114.7	115.4	114.4	113.5

<sup>1</sup> Continental United States only. Estimated by the Bureau of the Census.  
<sup>2</sup> Continental United States, except for employees' income, which includes pay of Federal personnel in all areas. Data from the Office of Business Economics,

Department of Commerce, regrouped to show items of particular interest to Bulletin readers.  
<sup>3</sup> Bureau of Labor Statistics, Department of Labor.



# Old-Age and Survivors Insurance: Coverage Under the 1954 Amendments

by JAMES E. MARQUIS\*

*The extension of old-age and survivors insurance coverage made by the Social Security Amendments of 1954 came only 4 years after the last previous large-scale extension. The new coverage provisions are, however, of considerable significance not only to the newly covered groups but also to the development of an effective old-age and survivors insurance program. In the following pages, the nature and effect of these provisions are examined.*

AS a result of the 1954 amendments to the Social Security Act, 9 out of every 10 gainfully employed persons in the American economy have the opportunity to build retirement and survivor protection under the Federal old-age and survivors insurance system. With almost 8 million additional jobs under the system beginning in 1955, its coverage is for the first time almost universal.

During the course of a year an estimated total of nearly 10 million people will work in these 8 million newly covered jobs. The newly covered groups and the number of persons in each of them are shown in table 1. Most of these groups, like those previously covered, are brought under old-age and survivors insurance on a compulsory basis. Coverage on a group voluntary basis is provided for additional State and local government employees and for the American employees of foreign subsidiaries of American employers. Ministers and certain members of religious orders are permitted to participate in the program on the basis of individual election.

Approximately 8.3 million jobs continue to be excluded from old-age and survivors insurance. About 4.9 million of these jobs, however, are accounted for by the continued exclusion of service in the Armed Forces and of most Federal civilian services—areas of employment cov-

ered by Government staff retirement systems. Such retirement systems, and their relationships to old-age and survivors insurance, were under study by the Committee on Retirement Policy for Federal Personnel at the time the 1954 amendments to the Social Security Act were being considered. Accordingly, Congress did not consider extending the regular coverage of the program to service in the Armed Forces or to Federal civilian jobs covered by staff systems. Of the other 3.4 million jobs still excluded from coverage, the majority are accounted for by self-employed persons whose net earnings are less than \$400 a year and by domestic and farm workers who do not earn sufficient wages from any one employer to meet the coverage requirements of the law. Many persons in these excluded groups are persons who spend comparatively little time in gainful employment and who normally are not in the labor market—semiretired or partially disabled persons and housewives and children.

The significance of the coverage provisions of the 1954 amendments can not be measured solely in terms of the number of additional jobs or persons covered. Their importance from the standpoint of the development of an effective old-age and survivors insurance program shows up more clearly when one looks beyond the statistics to some of the broad program implications.

The new provisions mean that, for the first time, the coverage of old-age and survivors insurance can be

said to be almost universal. Practically universal coverage ensures that in the future the program will be considerably more effective as a factor promoting the economic welfare of the Nation. Almost all employed persons throughout the economy will have basic protection against loss of income in old age and against dependency of their survivors in the event of the worker's death. The broadened coverage will also enable the program to operate at a lower cost in terms of percentage of payroll, thus making possible improved protection.<sup>1</sup> It means, as well, that workers who shift from one type of employment to another—for example, from work in a factory to farm employment or self-employment—will be in little danger of losing old-age and survivors insurance protection or of suffering decreased protection. There is now a greater likelihood that all the jobs they have throughout their working lifetime will be jobs covered by old-age and survivors insurance and, therefore, that the benefits will actually be related to the true level of their past earnings.

The coverage of farm operators and of many additional farm workers is in itself a great forward stride. This coverage is particularly significant not only because of the large proportion of the population affected but also because up to now the farm

<sup>1</sup>Lower costs will result because there will be fewer persons spending part of their working lives in noncovered employment and thus receiving the advantage of the weighted benefit formula, which is intended to favor persons with low earnings. With broadened coverage, more of the earnings of persons who otherwise would move in and out of covered employment will be taxable. The increase in contributions will be proportionate to the increase in covered earnings. While these persons will also receive higher benefits as a result of broadened coverage, the increase in their benefits will be less than proportionate because of the weighted benefit formula.

\* Division of Program Analysis, Bureau of Old-Age and Survivors Insurance.

people of the Nation have, by and large, not had an opportunity to participate in any social insurance program. The exclusion of most farm people from old-age and survivors insurance coverage in the past has resulted in relatively high costs for old-age assistance in rural areas. Taxpayers in agricultural States can expect these costs to be cushioned as increasing numbers of farm people acquire protection under the insurance program.

Of broad significance, too, is the fact that the 1954 amendments reaffirmed the basic principle that the coverage of the old-age and survivors insurance program should be compulsory rather than subject to the election of individual workers. (Congress made an exception only for ministers and members of religious orders.) Faced with the desire for coverage on an individual elective basis by certain self-employed professional groups, the congressional committees carefully considered this possible approach and decided against it because (in the words of the Senate Committee on Finance) "extension of coverage on an individual voluntary basis involved grave dangers with respect to the financing of the system, as well as discrimination against the great majority of workers covered under the program on a compulsory basis." Just as coverage must be practically universal if old-age and survivors insurance is to function effectively in providing protection against income loss resulting from old age or death, so must coverage be compulsory to the greatest practicable extent.

The amendments also gave further support to the concept that old-age and survivors insurance affords basic protection that lends itself readily to supplementation by staff retirement systems. The coverage provisions affecting State and local government employment are clear recognition of the fact that public retirement systems can be supplementary to basic old-age and survivors insurance protection in the same way that thousands of private pension plans supplement the old-age and survivors insurance coverage of workers in industry and other areas of employ-

ment. The feasibility of coordinating public staff retirement systems with old-age and survivors insurance was not clearly recognized in 1950, when coverage was first extended to employees of State and local governments. At that time there was considerable apprehension on the part of representatives of State and local retirement systems that if old-age and survivors insurance coverage were made available the members of these systems might have to choose between coverage under a staff retirement system and coverage under old-age and survivors insurance. Subsequently, however, several States went through the cumbersome, but necessary, procedure of abolishing existing staff retirement systems in order to get old-age and survivors insurance coverage plus protection under a supplementary staff system. The 1954 amendments make it much easier for State and local governments to extend this type of combined protection to their employees.

An incidental, but not unimportant, effect of the amendments was the simplification of some of the coverage provisions of the law. The complicated and restrictive coverage tests previously provided for farm workers and domestic workers were replaced by tests that are easier for the public to understand and simpler

to administer. A number of minor exceptions from coverage in the area of Federal employment were eliminated, and several minor technical changes did away with anomalies or inconsistencies that had crept into the 1950 amendments.

The coverage provisions of the Social Security Amendments of 1954 are discussed in detail, in relation to each of the newly covered groups, in the following sections.

### Farm Operators

An estimated 3.6 million persons who operate farms begin earning social security credits in 1955. This is the largest group to which the 1954 amendments extended coverage.

Practically all commercial farmers are covered. Although about a third of the total of 5.4 million farmers reported by the United States Census of Agriculture continue to be excluded, this minority consists chiefly of persons whose farms are primarily residences and of those who do small-scale, part-time farming. Most persons who make a living as farmers now have protection under old-age and survivors insurance on much the same basis as persons in urban self-employment.

Generally speaking, every self-employed farm operator who has annual net earnings of \$400 or more is covered under old-age and survivors insurance. In addition, every farmer who files his income-tax return on a cash basis and has an annual gross income of at least \$800 from his farm self-employment may be covered, even though his actual net earnings are less than \$400 a year.

The inclusion of self-employed farmers under old-age and survivors insurance, together with the coverage of more farm workers, gives farm families much-needed protection. The need for this protection is indicated by the large proportion of aged people in rural areas who are on the old-age assistance rolls. In counties with 50 percent or more of their population on farms, almost one-third of all persons aged 65 and over are receiving old-age assistance. Beginning in 1955, farm families will have much greater opportunity to build up old-age and survivors insur-

**Table 1.—Persons newly covered by old-age and survivors insurance under the 1954 amendments to the Social Security Act**

Covered group	Estimated number of workers during a year
Total.....	19,950,000
Farm operators.....	3,600,000
Farm workers.....	2,100,000
State and local government employees under retirement systems.....	3,500,000
Self-employed professionals.....	150,000
Ministers.....	250,000
Domestic workers.....	200,000
Federal civilian employees.....	150,000
Fishermen.....	50,000
Homeworkers.....	100,000
U.S. citizens employed by foreign subsidiaries of American corporations.....	100,000
Employees whose service is not in the course of the employer's business (casual labor).....	50,000

<sup>1</sup> Total is less than the sum of the separate coverage groups because an estimated 300,000 persons who will be covered both as farm operators and as hired farm workers are included in both groups.

ance protection. In many cases this protection will eliminate or reduce dependency on public assistance programs.

The prospect that extending old-age and survivors insurance protection to more farm families would check the growth of assistance costs in rural areas was an important factor in the development of the provisions covering self-employed farm operators and additional farm workers. Another important factor was the increased understanding among farm people of the benefits afforded by the program. As proposals for social security legislation became an increasingly important topic in the press, the interest of farm people in the program became more evident. From February 1 through March 5, 1954, for example, the Bureau of Old-Age and Survivors Insurance received more than 8,500 inquiries regarding old-age and survivors insurance for farm operators. Of these inquiries, 79 percent were in favor of coverage.

While there had been earlier indications of a growing interest in old-age and survivors insurance, evidence of the desire for coverage had been less pronounced. Consider, for example, the special studies that were con-

ducted in 1951 and 1952 by land-grant colleges in Connecticut, Texas, and Wisconsin, in cooperation with the United States Department of Agriculture. These studies examined, among other things, the attitudes of farmers toward old-age and survivors insurance. Of those in the sample groups who expressed their opinion on extension of coverage to farm operators, the proportion favoring coverage was 66 percent in Connecticut and 71 percent in both Texas and Wisconsin. In a similar study that was conducted in 1954 in Kentucky, 89 percent of the farm operators who expressed an opinion favored coverage of farm self-employment.

Another factor that influenced the decision to cover farm operators was the development of a simplified method of computing farm earnings for old-age and survivors insurance purposes. Such a simplification was originally proposed in the report<sup>2</sup> to the Secretary of Health, Education, and Welfare by the consultants on

<sup>2</sup> Consultants on Social Security, *A Report to the Secretary of Health, Education, and Welfare on Extension of Old-Age and Survivors Insurance to Additional Groups of Current Workers*, 1953. For a summary, see the *Bulletin*, September 1953.

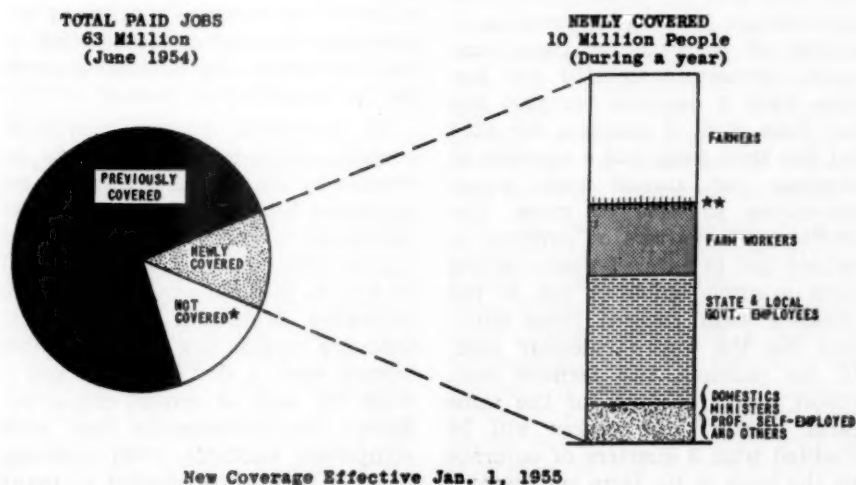
social security—a group that included representatives of the American Farm Bureau Federation and the National Grange.

The purpose of the simplification was to make it unnecessary for operators of small farms to assume a recordkeeping task they have not been performing. Of the 3.6 million farmers newly covered by old-age and survivors insurance, it is estimated that nearly 1 million have an annual gross farm income of \$1,800 or less. Most of these small-scale farmers pay no income tax because, after deducting expenses from their gross income, their net incomes do not exceed their personal and dependents' exemptions. Under the simplified reporting provision included in the amendments of 1954, farmers who have a gross income from farming of \$1,800 or less in a year and who compute their income-tax liability on a cash basis may be covered by old-age and survivors insurance on the basis of presumed net earnings. Thus they do not have to compute their actual net earnings from farm self-employment; instead, they may consider their net earnings from farm self-employment to be an amount equal to 50 percent of their gross income from such employment and may report this amount for old-age and survivors insurance purposes.

Farm operators who gross more than \$1,800 a year from their agricultural self-employment must compute their actual net earnings for social security purposes. More persons in this group are accustomed to computing their actual net earnings for income-tax purposes, and reporting for the purposes of old-age and survivors insurance will, generally speaking, not mean extra work. The "presumed net earnings" provision does, however, benefit this group too. Any person who has an annual gross income of more than \$1,800 from farm self-employment and who computes his income tax on a cash basis has the option of reporting \$900 as his net earnings for old-age and survivors insurance, provided his actual net earnings are less than \$900.

In addition to simplifying reporting for low-income farmers, then, the "presumed net earnings" provision

## OASI COVERAGE AFTER 1954 AMENDMENTS



\* Approximately 40 percent are members of the Armed Forces (wage credits under old-age and survivors insurance are provided for military service from

September 1940 to June 1955).

\*\* During a year about 300,000 farmers are also employed as hired farm workers.



makes it easier for farmers to maintain unbroken coverage under old-age and survivors insurance. Such continuous coverage might otherwise be impossible because of years when the farmer's gross income produces little, if any, net earnings—years in which, for example, his earnings are cut down by adverse weather conditions or low prices.

### **Farm Workers**

About 2.8 million farm workers, in all, will now have old-age and survivors insurance coverage during the course of a year. This is approximately four times the number who were able to acquire coverage under the restrictive and complicated test of coverage established by the Social Security Act Amendments of 1950. A hired farm worker (including a domestic worker in a farm home) is now covered with respect to his work for a farm employer if he is paid at least \$100 in cash wages by that employer during a year.

The amendments also change the coverage status of two minor groups of agricultural workers. Coverage is extended to persons employed in the ginning of cotton; they are covered on the same basis as other agricultural workers. A new provision excludes workers brought in from the British West Indies (under certificates issued by the Department of Agriculture) for farm work.

The extension of old-age and survivors insurance coverage to additional farm workers means that about 90 percent of the people whose major activity is hired farm work have an opportunity to acquire protection under the program. The amendments thus extend social security to almost all people who earn their living as hired farm workers. (Although some full-time migratory workers will continue to be excluded, the excluded group consists for the most part of housewives, children, and semiretired persons who are normally engaged in other activities but who do farm work for a few weeks during the peak harvest season.) Besides enabling more farm workers to be covered by the program, the annual test of coverage has another advantage. It ensures that,

once the coverage test has been met, all of a worker's earnings from one farmer during the year are covered; under a quarterly test, his earnings from one farmer might be covered in 1 quarter but not in the next.

The annual test of coverage was designed not only to bring under the program more persons who earn their living through hired farm work but to accomplish this without imposing a difficult recordkeeping and reporting burden on farm operators. Farmers will file only one annual report detailing the cash wages paid to individual farm workers who meet the coverage test, instead of the four quarterly reports that all other employers of covered employees must file. Only farm employers who, during the first 9 months of the year, pay a total of \$2,500 or more in cash wages to covered farm employees will have to make a return before the end of the year—and this a summary tax return requiring no entries of wages paid to each covered worker. The result is that no farmer will have to interrupt essential operations, such as planting or harvesting, in order to file detailed informational reports at the end of each calendar quarter, and relatively few farmers will have to file more than a year-end return.

The new coverage test for farm workers necessitated some provision for converting annual covered earnings into quarters of coverage. The amendments provide for crediting 1 quarter of coverage for cash farm wages amounting to \$100 but less than \$200, 2 quarters for \$200 but less than \$300, 3 quarters for \$300 but less than \$400, and 4 quarters of coverage for annual cash wages amounting to \$400 or more. The crediting of quarters of coverage is related not to covered wages earned from a single employer but to the worker's total covered farm earnings for the entire calendar year. If, for example, two farmers each report wages of \$150 for the same farm worker, the worker will be credited with 3 quarters of coverage on the basis of his farm employment during the year.

The amendments added a new provision to the Internal Reve-

nue Code relating to the collection of the employee tax. This provision authorizes employers, at their option, to deduct an amount equivalent to the employee tax from any wage payment made to agricultural workers, to domestic and other nonbusiness employees, and to industrial home workers, even though at the time of the wage payment the worker has not been paid enough wages to be covered. An unduly large deduction from earnings at any one time can thus be avoided. The employer is, of course, expected to return the amount withheld if the total wages he pays the employee are insufficient for coverage.

### **Household and Other Nonbusiness Workers**

The amendments also improve and simplify the coverage of persons performing domestic service in nonfarm private homes and of other nonbusiness workers (persons who perform services not in the course of the employer's business). Under the amendments, these workers are covered for their work for an employer in any calendar quarter in which they are paid \$50 in cash wages by the employer. Thus, coverage is now based solely on the amount of cash wages that each employer pays for such work; housewives will no longer need to keep a record of the number of days on which a domestic worker performed services during a calendar quarter. The previous additional requirement that an employee work at least 24 days in the calendar quarter for the employer is deleted.

All household workers previously covered continue, of course, to be covered by the simplified test, and an estimated total of 200,000 additional household workers will be covered during 1955. Many of those who will be able to gain old-age and survivors insurance protection for the first time are regular day workers. These women work a day or a half day a week for each of several employers. Before the amendments they were completely excluded from coverage because they never worked as many as 24 days a quarter for any one employer.

Others who will benefit by the

*Social Security*

change in the law are persons who perform some specialized household job, such as sewing or practical nursing. Such employees frequently are paid \$50 or more by an employer during a calendar quarter, but they work for a relatively short period for any one employer.

The amendments will also benefit an estimated 50,000 day workers by covering more of their domestic jobs. Under the original coverage test, these workers were covered for some of their domestic jobs but not for others. They worked on at least 24 days during a quarter for at least one employer but less than 24 days in the quarter for other employers.

While a large group of persons who do some paid domestic work—possibly two-fifths of the total—continue to be excluded from coverage under the amendments, it is estimated that about 9 out of every 10 persons whose domestic work is their major activity are covered by old-age and survivors insurance. Most of those still excluded are students, housewives, and others who spend comparatively little time in paid employment.

An estimated 50,000 persons who perform service (other than domestic service) not in the course of the employer's business are covered for this type of work for the first time. As in the past, the coverage tests for domestic service in private homes and for other service not in the course of the employer's trade or business are the same because certain services of the latter type are difficult to distinguish from domestic service.

### **State and Local Government Employees**

The 1954 amendments make coverage under old-age and survivors insurance available to about 3.5 million employees of State and local governments who, during the course of a year, are in positions that could not previously be covered. Beginning January 1, 1955, almost all employees of State and local governments can be brought under Federal-State agreements for coverage. The only sizable group still not eligible for coverage under these agreements

consists of about 200,000 policemen and firemen who have their own retirement systems.

The 1950 amendments, which provided that State and local government employees could be covered under old-age and survivors insurance by means of agreements between the Federal Government and the individual States, specifically excluded employees who were in positions covered by a State or local retirement system on the date their coverage group was brought under the Federal system. The 1954 legislation permits the inclusion of these employees (except policemen and firemen) in the State agreements under certain conditions. To ensure that the interests and wishes of the retirement system members are respected, the amendments require that the Governor of the State certify that a referendum by secret written ballot was held among the members of the system and that a majority of those eligible to vote actually voted in favor of coming under old-age and survivors insurance. Generally speaking, all members of the system must be afforded an opportunity to vote and must be given at least 90 days' notice of the referendum. In effect, the new provisions relating to persons in positions covered by State or local retirement systems make old-age and survivors insurance coverage available if the responsible officials want to cover the employees and if the employees want to be covered. The amendments contain a statement that it is the policy of Congress that the total protection of retirement system members and beneficiaries should not be impaired by old-age and survivors insurance coverage.

In general, the members of each State or local retirement system constitute a separate group for purposes of the referendum; each retirement system may hold a separate referendum, and its members are covered or excluded as a group. However, a retirement system that covers State employees as well as employees of one or more political subdivisions, or a system that covers employees of more than one political subdivision, may be treated either as

a single voting group or as several independent voting groups. Each institution of higher learning (defined to include junior colleges and teachers' colleges) may also be regarded as a separate voting group if the State wishes.

The amendments exempt from the referendum provisions two groups of employees whose jobs are under a retirement system, or were under a retirement system when their coverage group was brought under old-age and survivors insurance in accordance with the provisions of the 1950 amendments. One such group consists of employees whose positions are under a retirement system but who are not themselves eligible for retirement system membership. Under the 1954 amendments, these employees must be covered if the retirement system that applies to their job is brought in under old-age and survivors insurance. Their coverage, however, does not depend entirely on coverage of the retirement system members. They may also be covered, if the State desires, when employees whose positions are not under a retirement system are covered under old-age and survivors insurance, or at any later date.

The second group consists of certain employees whose staff retirement systems had been dissolved or whose positions had been removed from coverage under such systems after the coverage group to which they belonged had been covered under old-age and survivors insurance. These employees were not eligible for old-age and survivors insurance coverage under the 1950 amendments. The 1954 amendments permit their coverage without a referendum, provided the action dissolving the retirement system or removing the positions from under the system was taken before September 1, 1954 (the date of enactment of the amendments), and provided they are covered before 1958. Special provision is made for these employees because, where the retirement system has been dissolved, there are no members of a retirement system who could vote in a referendum.

Generally speaking, the employees made eligible for coverage by the



amendments could not be covered until January 1, 1955, and could not receive credit for work done before that date. Coverage may be made retroactive to January 1, 1955, for groups of employees who are included in the State agreement at any time during 1955, 1956, or 1957. This is an exception to the general provision that coverage may not be made retroactive beyond the first of the calendar year in which the State or local group is brought under the agreement; it takes into account the fact that State legislation may be required before State and local employees can be covered under the new provisions. The provision permitting up to 3 years of retroactive coverage for groups covered before January 1, 1958, avoids penalizing employees in those States in which the legislature will not have a regular session until 1956, or in which the legislature, though meeting in 1955, will not be able to complete its action until 1957.

The new coverage provisions for these employees mark a significant advance toward providing improved retirement and survivorship protection for public employees. A large portion of the public employees in the United States may now have the same combination of protection under old-age and survivors insurance and a staff retirement system that is available to many employees both in private industry and in the nonprofit field.

### ***Federal Civilian Employees***

The amendments extend old-age and survivors insurance coverage to nearly all civilian employees of the Federal Government who are not under Federal staff retirement systems. In extending coverage to the several groups of Federal employees who had previously been excluded from both the old-age and survivors insurance program and the civil service retirement system, Congress took the position that any Federal employee who lacked retirement protection "should be covered by old-age and survivors insurance if the services he performs for the Government are of a type that would be covered if performed for a private employer." To ensure that the services of the

Federal employees to whom the amendments extend coverage are covered by only one retirement system, the crediting of such services under any other Federal retirement system is prohibited.

The Federal employees newly covered by the amendments are employees not covered by another retirement system who are employed in the field service of the Post Office Department; civilian employees in Coast Guard exchanges; temporary census-taking employees in the Bureau of the Census; employees paid on a contract or fee basis or receiving nominal compensation of \$12 or less a year; patients or inmates employed in Federal hospitals and other (except penal) institutions; members of certain types of committees and boards; and employees of instrumentalities not wholly owned by the Federal Government who are not covered by a Federal staff retirement system. The amendments delete the exclusion of services performed under Federal unemployment relief programs and the services of certain consular agents. At present, however, there are no Federal unemployment relief programs, and most consular agents are aliens working outside the United States and therefore excluded by another provision of the Social Security Act.

The following Federal employees, in addition to those covered by a Federal staff retirement system, continue to be specifically excluded from old-age and survivors insurance: the President, the Vice President, and Members of Congress; employees in the legislative branch; inmates employed in Federal penal institutions; interns, student nurses, and other students in Federal hospitals; and persons employed for emergency work in a disaster.

As has been noted, Congress did not consider methods of coordinating the civil service retirement system and other Federal staff retirement systems with old-age and survivors insurance because this matter was under study by the Committee on Retirement Policy for Federal Personnel. The reports of this Committee, which were submitted to Congress in May and June 1954, presented detailed recommendations and plans to establish a supple-

mentary relationship between the various Federal staff retirement systems and old-age and survivors insurance. Briefly, the Committee recommended that old-age and survivors insurance coverage be extended to employment subject to the Civil Service Retirement Act, with the civil service retirement benefits and contributions adjusted to take into account the fact that Federal employees would also have old-age and survivors insurance protection.

The Committee pointed out that there is a considerable movement of workers between private industry covered by old-age and survivors insurance and Federal service covered by the Civil Service Retirement Act. This shifting of employees between industry and Federal employment results in certain inequities. Some of these workers may qualify under both civil service retirement and old-age and survivors insurance and receive total benefits that may be unwarranted when considered in relation to their total service and contributions; others may fail to qualify under either system. Under the Committee's recommendations, the employee whose work life is divided between employment covered by the civil service retirement system and employment covered by old-age and survivors insurance (including certain Federal employment) would receive a total retirement benefit that would be closely related to his lifetime service. The employee who did not remain in Federal service long enough to qualify under the civil service retirement system would at least get an old-age and survivors insurance benefit, and this benefit would include some retirement credit for his period of Federal service.

Because Congress, in considering the bill that became the Social Security Amendments of 1954, limited its deliberations to the question of covering persons not covered by Federal staff retirement systems, the resulting coverage provisions affecting Federal employment cannot be considered to be of great significance. However, the amendments corrected certain inequities in the coverage of Federal employees, rid the law of some minor provisions, and, of course, extended old-age and survivors in-



insurance protection to some 150,000 workers who had no retirement-system protection of any kind.

### ***Self-employed Professional Persons***

Coverage is extended by the amendments to about 150,000 self-employed architects, funeral directors, engineers, and accountants on the same basis as that applicable to the self-employed who were covered by the 1950 amendments. Thus, individuals with annual net earnings of \$400 or more from self-employment in the indicated professions are compulsorily covered under old-age and survivors insurance. Self-employed physicians, lawyers, dentists, osteopaths, chiropractors, veterinarians, naturopaths, and optometrists continue to be excluded from coverage.

In the process of extending coverage to additional groups of workers, including self-employed groups, Congress considered both the administrative feasibility of their coverage and the wishes of the members of these groups. There is little question that coverage for all self-employed professional groups would be feasible from the administrative standpoint. The continued exclusion of certain groups was due primarily to the conflicting viewpoints expressed by members of these groups on the desirability of coverage. As a result of these conflicting viewpoints, some of which were presented in testimony before the congressional committees considering the bill, Congress was not certain that the majority of the members of these groups wanted to be covered by old-age and survivors insurance. In the Senate discussion of the amendments, both Senator Millikin and Senator George, chairman and ranking minority member, respectively, of the Senate Committee on Finance, expressed a desire to provide coverage for additional self-employed persons. Speaking for the Committee on this point, Senator Millikin stated: "We want to bring people under this system, but we do not want to bring them under it if they do not want to come under it."

Although serious consideration was given to proposals that old-age and survivors insurance be extended to

self-employed professionals under some form of voluntary coverage, Congress rejected this approach. In deciding to provide for coverage on a compulsory basis, Congress again emphasized one of the basic principles underlying the development of old-age and survivors insurance. In a broad sense this was the most significant aspect of the provisions that extended coverage to self-employment in the specified professions.

### ***Ministers, Christian Science Practitioners, and Members of Religious Orders***

The new amendments make old-age and survivors insurance coverage possible on an individual election basis for ministers, Christian Science practitioners, and members of religious orders who have not taken a vow of poverty. A person in one of these occupations can obtain coverage by filing a certificate indicating his desire to be covered as a self-employed person; he can take this action whether he is in fact an employee or a self-employed person. In general, the certificate must be filed within 2 years after coverage becomes available on January 1, 1955, or after the individual becomes a minister, practitioner, or member of a religious order. An election of coverage will be effective for the taxable year with respect to which it is filed and for all subsequent years.

An individual electing coverage under this provision will report his earnings and pay contributions in the same manner as all urban self-employed persons covered under the program. A special provision permits ministers working as missionaries abroad to pay the self-employment contributions and receive credit for their wages and salaries under old-age and survivors insurance, even though income taxes are not payable on such earnings.

About 250,000 ministers and 10,000 Christian Science practitioners, formerly excluded from coverage, will be able to participate in the old-age and survivors insurance program under these provisions. Since the law excludes members of religious orders who have taken a vow of poverty, only a few members of religious

orders will be able to obtain coverage under the program.

It is significant that, although proposals for coverage on an individual election basis were made in connection with several other groups—such as farm operators and self-employed professional persons—the clergy is the only group for which this basis for coverage was acceptable to Congress. Even here, individual voluntary coverage was not agreed upon until late in the legislative process.

In its report the Committee on Finance stated, "A provision for coverage on an individual election basis, while not generally desirable, is considered by your committee to be justified in this area because of the special circumstances. Many churches have expressed the fear that their participation in the old-age and survivors insurance program as employers of ministers might interfere with the well-established principle of separation of church and state. Many church representatives also believe that individual ministers who do not wish to be covered on grounds of conscience should not be required to participate in the program."<sup>3</sup>

### ***United States Citizens Employed Outside the United States***

The amendments round out and make more effective the 1950 provisions that extended old-age and survivors insurance coverage to United States citizens employed by American employers outside the United States. The 1950 legislation failed to cover citizen seamen and citizen airmen employed abroad by American employers on ships and aircraft operated under foreign flags. The 1954 legislation covers these seamen and airmen.

The 1954 amendments also expand the 1950 provisions to make coverage possible for citizens employed abroad by foreign subsidiaries of domestic corporations. Before the amendments, United States citizens working outside the United States for an American employer (defined to include "a corporation organized under the laws of the United States or of

<sup>3</sup> Senate Report No. 1987 (83d Congress, 2d session), page 9.

any State") were compulsorily covered under old-age and survivors insurance, but citizens employed abroad by a foreign subsidiary of such a corporation were excluded. The latter group may now be covered if the domestic corporation makes a voluntary agreement with the Secretary of the Treasury to pay the contributions. Such an agreement may cover the United States citizens working for one or more of the corporation's foreign subsidiaries. All the United States citizens employed by each subsidiary included in the agreement must be covered. This special provision for coverage by agreement was necessary because the United States cannot impose the employer tax of the old-age and survivors insurance program upon foreign corporations, even though such corporations are subsidiaries of United States corporations.

The United States citizens made eligible for coverage are likely to have the same close economic and personal ties with the United States, and the same expectation of returning to the United States, as do United States citizens working abroad for American employers. Consequently, old-age and survivors insurance coverage will have the same value for these employees as for those covered in 1950. Often such coverage will prevent gaps in protection that would otherwise result when an individual interrupts his employment in the United States to go abroad for a period of time. Approximately 100,000

United States citizens working abroad for foreign subsidiaries of domestic corporations are eligible for coverage under the new legislation.

### ***Fishermen and Homeworkers***

Before the 1954 amendments, employees engaged in fishing or related activities (except those fishing for salmon or halibut) either on shore or on vessels of 10 net tons or less were excluded from coverage. The amendments extend coverage to such persons—about 50,000 of them in the course of a year. In this group are many of the lower-paid persons in the fishing industry—individuals who have the most need for the protection of the old-age and survivors insurance program.

The amendments cover as employees those homeworkers who, though not employees under the common-law test, meet all the special conditions that would make them employees under the previous law except the condition that their services be subject to licensing requirements under State law. The licensing requirement is eliminated. The result of this change is that all homeworkers who perform service under substantially the same conditions will be accorded the same treatment under old-age and survivors insurance irrespective of the State in which they live.

### ***Conclusion***

The 1954 amendments to the Social Security Act extend the coverage

of old-age and survivors insurance to a point where it is nearly universal. Nine out of every 10 gainfully employed persons are now under the program. Few persons with a substantial amount of employment or self-employment will be without some type of retirement protection. With nearly universal coverage, old-age and survivors insurance will be more important as a force helping to prevent family insecurity and promoting the economic and social welfare of the Nation.

The farm coverage provisions alone mark the amendments as an important achievement in the development of old-age and survivors insurance. A total of about 6 million farm operators and farm workers will be covered by old-age and survivors insurance during the course of a year, compared with the 700,000 persons who were covered in agricultural employment before. For the first time the program can assume a major role in helping to provide security for farm families.

The old-age and survivors insurance program, of course, will not remain static. Coverage, as well as the benefit provisions and other aspects of the law, will be subject to continuing examination. The direction any further changes may take, however, is likely to be greatly influenced by the fact that the 1954 amendments endorsed the principles on which old-age and survivors insurance is based.

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### **SOCIAL SECURITY IN REVIEW** *(Continued from page 2)*

ward movement that had started in May. Insured unemployment in an average week in October amounted to 1.5 million—7.2 percent less than the September average. The number of initial claims (1.1 million) repre-

sented a drop of 2.1 percent from the total for September; the decline, which was the result of the shorter workmonth, was the first to occur in October since 1945.

The average weekly number of beneficiaries, and with it the amount of benefits paid, also declined in October. The 1.3 million persons who

received payments in an average week were fewer by 8.1 percent than the number in September but 98.1 percent more than that in October 1953. The total amount of benefits paid—\$135.3 million—was 12.0 percent less than the September total but 104.7 percent greater than that a year earlier.

# *A Team Approach to Rehabilitating Recipients of Aid to Dependent Children*

by ELLARENE L. MACCOY, M.D., AND HARRY I. FRIEDMAN\*

*To explore the extent and nature of disability among parents in families receiving payments under the State program for aid to needy children and to determine what can and should be done to restore to self-maintenance the largest possible number, California developed the project described in the following pages. The philosophy on which the project was based, its methods of operating, and its values are outlined here.*

IN September 1951 the California Legislature showed its concern over mounting relief costs by enacting two statutory provisions amending the State Welfare and Institutions Code. The amendments were designed to encourage self-support among the families receiving assistance under the program for aid to needy children. One of the amendments states in part: "It is the intent of the Legislature that the employment and self-maintenance of parents of needy children shall be encouraged to the maximum extent and that this chapter shall be administered in such a way that needy children and their parents will be encouraged and inspired to assist in their own maintenance. The State Department of Social Welfare shall take all necessary steps to implement this section."

The other amendment provides that "each County shall, in administering aid under this chapter, refer to the Bureau of Vocational Rehabil-

itation of the State Department of Education each [disabled] parent of a needy child to determine the feasibility of rehabilitation for such person. The State Department of Social Welfare and the State Department of Education shall jointly develop plans for the orderly processing of such cases. Priority shall be given to cases for which rehabilitation is determined to be most feasible."

Implementing the amendments, the *Aid to Needy Children Manual* states that "primary responsibility for developing and following through plans for achieving as complete self-maintenance as possible . . . rests with the family. The County's function is to encourage, inspire, and assist parents towards this end. The case record shall reflect both the family's and the County's efforts in this respect."

It was recognized immediately that the invoking of these laws, in accordance with the manual instructions, would in all probability swamp the Bureau of Vocational Rehabilitation with a mass of case referrals that, with its limited staff and funds, it was not prepared to accept. A pilot project seemed the answer.

Aware that such legislation offered an undeniable challenge to a State rehabilitation agency, and at the same time convinced that substantial savings could be effected by intensive application of rehabilitation services to certain individuals receiving assistance, the Federal Office of Vocational Rehabilitation granted the State \$33,000 for a demonstration project to run approximately 18

months. Several planning meetings were held in November 1951. They were attended by regional representatives from the Federal Office of Vocational Rehabilitation, the State Department of Employment, the State Department of Social Welfare, the State Bureau of Vocational Rehabilitation, the State Department of Finance, and the Legislative Auditor's office. Some area directors of the Department of Social Welfare, district supervisors of the Bureau of Vocational Rehabilitation, and directors of several county welfare departments also took part in the meetings. The meetings led to a formalized project agreement between the State departments of education, social welfare, and employment.

## *Scope and Aims of the Study*

The four most populous counties in the State, Belvedere district of Los Angeles County, Alameda County (Oakland), Sacramento County, and San Francisco County, were selected as demonstration areas so that a true cross section of the program's population would be studied.

The specific aims of the project were (1) to assess the probable number of disabled parents presently receiving aid under the program for needy children; (2) to determine what portion of this load could become self-maintaining through the services of the Bureau of Vocational Rehabilitation and/or the services of the State Department of Employment; (3) to determine the proportion who probably could not be rehabilitated to a point of acceptance for competitive employment; and (4) to learn the effectiveness of exceptionally well-qualified counselors in rehabilitating disabled clients, drawn from a group believed to be more severely disabled and frequently having concomitant emotional problems of greater intensity than would be

\* Dr. MacCoy was State Medical Director of the Bureau of Vocational Rehabilitation at the time of the project described; she was also a member of the Los Angeles area committee on the project. Mr. Friedman, an assistant supervisor in the vocational rehabilitation program in the Los Angeles district, was the project's field supervisor.

The article is based on Dr. MacCoy's paper presented at the National Conference of Social Work, May 10, 1954. For a detailed report on the project, see *Rehabilitation of Disabled Parents in the Aid to Needy Children Program: An Experiment in Cooperative Relations* (California Department of Education), August 1954, 80 pages.



found in an average group of referrals. It was also the purpose to bring to the attention of appropriate State, county, and Federal officials and of the State Legislature definite information, as soon as it was available, on what might be expected from such efforts in reducing dependency and effecting self-maintenance for persons receiving this type of public assistance.

The regional representative of the Federal Office of Vocational Rehabilitation strongly urged that the project have as one of its major purposes the development of improved methods and skills that later might be adopted by the State's entire rehabilitation staff. Accordingly it was agreed that the caseloads of the project counselors would be limited to a size that would permit as intensive casework as might be required. High standards were also stipulated in the selection of Bureau personnel to be assigned to the project and in the services to be provided to clients.

This pilot project, as conceived by its planners, was an opportunity to develop workable cooperative relationships among several State and local agencies. The degree of success achieved was found to depend not only on the type of client and disability but also, to a large extent, on the personalities of the team members, their professional capacities, their philosophies regarding the need or value of such a project, and their willingness to undertake and implement the arrangements necessary in each of the areas chosen.

**Sampling method.**—Approximately 1,000 cases receiving aid to needy children were selected by the public assistance agencies in each area. They were then screened by the caseworkers for families receiving aid because of the incapacity of the wage earner. Later, in some of the areas, absent-parent cases were rescreened for disability in the parent remaining at home. Such information had frequently been unrecorded, and clients therefore had to be reinterviewed and questioned. In one area the project rehabilitation counselor was of the opinion that the referring caseworkers were strongly conditioned in their selections by the conceptions they had already formed of the

services rendered by the Bureau of Vocational Rehabilitation. Undoubtedly this was an influence in all areas, and interpretation was necessary to ensure a new approach and a special effort. Occasionally there appeared names of clients who had been previously known to the Bureau of Vocational Rehabilitation; the cases of some of them had been closed out as "nonfeasible." Such names were processed routinely with the rest, in the hope that a new look might produce worthwhile results.

Out of the original sample of approximately 4,000 cases, 871 persons were finally selected as having a disability that was either the basis for a public assistance grant or seemed to stand as an obstacle to self-maintenance. The local screening committees in each district then went to work reviewing these cases. First, the counselors of the Bureau of Vocational Rehabilitation and the casework supervisors of the welfare agencies, working together, excluded from further consideration those cases for which obviously no rehabilitation plan could be entertained. Among the cases that could readily be ruled out were persons confined to institutions; patients in sanatoriums and hospitals; those in prison or in custody; the senile, the decrepit, and the alcoholic; those who were greatly retarded mentally; and those with serious, far-advanced diseases. Eventually the 871 possibilities were reduced to a working sample of 519 cases, which had to be carefully weighed in the light of all the information that could be brought to bear.

**Identification of disability.**—At this stage public assistance workers undertook to compile summaries of the pertinent information from each case file, bringing together all the medical information available to them, with as many further personal observations and other data as they could add. In view of the legal criteria for substantiation of incapacity, it is not surprising that this information was meager. In the past it had not been mandatory to obtain extensive medical information as a basis for eligibility. All that was legally required was a diagnosis or statement from a physician, clinic,

hospital, or health department; receipt of disability benefits; a medical report from a psychiatrist, a recognized hospital, or a physician in cases of mental illness; or even a caseworker's observation in the case of a visible impairment. Moreover, the files generally contained only the minimum.

Only a few of the clients had been receiving private medical care, and there was therefore only a scattering of reports from private physicians. The majority of the reports came from State mental hospitals, county general hospitals and tuberculosis sanatoriums, the University of California Hospital, and the hospital clinics; a few were from clinic facilities where part-pay patients are cared for at reduced rates. There were also reports from public health clinics on patients with tuberculosis and venereal disease. No matter what the source of the report, incompleteness was the rule. It was at this point that problems immediately presented themselves.

**Screening committees.**—Although the actual procedures varied from area to area, the general format of the screening committees was the same. In each district one rehabilitation counselor was assigned by the Bureau of Vocational Rehabilitation. A casework supervisor from the local welfare department was given overall responsibility for that agency's share of the project and supervised the individual caseworkers, who presented detailed reports on their cases. A placement officer was assigned by the local employment office.

These representatives met, at first frequently and later once or twice a month, to discuss in round-table conference the accumulated information. They were joined later by others, including doctors and medical-social workers from public health departments, occasionally by officials of the local welfare agencies, and, at least once, by one of the members of the local board of supervisors. It became evident almost immediately that medical advice was needed and that the medical consultants from the local office of the Bureau of Vocational Rehabilitation should become part of the team. Unfortunately this method could not be worked out

fully in all districts, but in one district the State medical consultant, who was also the district case consultant, attended nearly every meeting of the screening committee. In this district so much local interest developed in the methods that were being explored that professional personnel from many other official and voluntary health and welfare agencies asked to sit in and observe. There were many out-of-State visitors. The State field supervisors, both from the State Department of Social Welfare and the Bureau of Vocational Rehabilitation, visited all four area committees from time to time, as did representatives from that Bureau's central administrative office.

The working pattern that developed proved most practical and effective. The public assistance caseworker presented all the pertinent information available; the medical consultant discussed and clarified what medical information was at hand; and all others who had knowledge of the client or of the family offered their contribution. Since this was, in fact, a pioneer project, it was felt that the time taken in learning the intricacies of the new approach was by no means wasted; in fact, caseworkers who had been somewhat resistant at first to the work entailed in preparing case summaries began to vie for the privilege of presenting cases to the committee. Many of these workers had felt for years that something ought to be done to help their clients but did not know how to go about it. They were greatly heartened by this evidence of interest in helping them help their clients.

### **Case Determination**

From the first it was clear that the kind of medical information available in the welfare case files would not be sufficient to permit the screening committees to make a ready determination on whether the client could be prepared for employment or, indeed, on just what constituted the disability. Even the existence of physical disability, on which eligibility for services from the Bureau of Vocational Rehabilitation hinges, could not be determined immediately.

There were many cases in which the diagnosis that had been given

was so unclear and the medical information so poor that it became imperative to go back to the medical source for more material. As the committees in their efforts to reach decisions sought further clarifying facts regarding the reported disabilities, they found a wide variety of medical information that had been provided, either on a private or clinic basis.

The project committees recognized early that official medical summaries from hospital records and other sources were essential to produce the best results in the shortest time, conserving costs and avoiding duplication of medical care. Urgent requests were made to hospitals and clinics, through established administrative channels, that these summaries be provided as expeditiously as possible, but obtaining the medical data needed proved a difficult hurdle, even though understanding and a cooperative spirit were not lacking. Overloads of work in the medical records departments, staff shortages, and insufficiently trained personnel, together with the sheer thickness of the records to be reviewed, made an almost impossible situation. Often, therefore, when the résumés arrived they had been long delayed, represented cursory reviews of the files, and were sometimes actually frustrating in their lack of necessary explanations for conditions (often serious in nature) hinted at or tentatively diagnosed. Similarly, letters from private physicians were often of little help because of the superficial nature of the information given.

On the other hand, specific information on medical conditions already ruled out by appropriate diagnostic tests was most helpful, as was exact information on surgery performed and on the pathological diagnoses, which often made it possible to disregard hearsay or reported conditions that had no basis in fact. The difficulties encountered in getting medical résumés existed throughout the State, varying only in degree, and undoubtedly were directly related to the overload of casework and to the rapidity with which all the facilities have had to expand their services. As a result, nowhere was there sufficient personnel to do

the kind of a job one would like to see done.

### **Findings**

As would be expected in these days of high employment, persons who can readily solve their own medical or health problems generally do so. Applicants for aid to needy children who were referred to one of the project committees usually presented one of the following situations:

(1) Serious, proven disease, evidently far advanced and not susceptible to improvement or cure.

(2) A complex health problem with proven diagnosis—such as diabetes, tuberculosis, hypertension, and central nervous system lues—for which the worker did not have sufficient amplifying information about the extent of the illness to determine if the client could hold a job.

(3) A relatively simple medical problem—such as the need for dentures, glasses, or specific surgery—the medical implications of which had probably been insufficiently understood by the worker who misjudged these as constituting true vocational handicaps.

(4) Problems presented by clients who, after recovery from an acute illness or surgery, have had no reevaluation of their ability to work.

(5) Obscure and ill-defined complaints and symptoms, sometimes sounding not very severe or disabling, of which no thorough differential or definitive diagnosis had ever been completed, even if undertaken.

For many of the cases reviewed by the committee there had been plenty of medical care. Most of the clients selected for the project had been carried for years on various free clinic rolls. All too frequently, however, the treatments provided had been piecemeal and palliative. Many of the patients still retained the same complaints over the several years of clinic care that ran concurrently with the assistance payment. In several instances competent diagnosis had been made, but appropriate, recommended treatment, for a variety of reasons, had not been provided. Sometimes it was the patient who did not follow through or return for the appointment. In some cases it was because



of hospital policies that had to be adopted because of patient overload. Elective surgery, for example, often had to give way to acute surgery, sometimes indefinitely. When such problems were called to the attention of the hospital administrators, it sometimes became possible to expedite elective rehabilitative surgeries. In one instance a family composed of a man, his wife, and nine children had been receiving aid to needy children for 3 years because the father had a diagnosed inguinal hernia. Assistance payments totaling \$11,000 had gone to this family while it was waiting for surgery to be provided. When special attention was called to the situation, the service was provided within 3 weeks.

For the cases judged potentially employable, probably the single service rendered by the Bureau of Vocational Rehabilitation that gave the most striking result was a thorough diagnostic workup. Many of the patients, after new diagnostic studies and interpretation to them of the findings, went out—often without further treatment—and found employment, either through their own efforts or with the help of the California State Employment Service.

### *Essentials in Motivation*

While everyone working on the case committees recognized certain irrefutable facts concerning the difficulties involved, working with these relief clients would have been useless without an optimistic approach. For years, rehabilitation workers have considered public assistance cases as among the most difficult to serve. They have pointed out that the longer a person is on relief, the harder, generally speaking, is the selling to the client of a rehabilitation program or goal.

However, at least from the viewpoint of personnel of the Bureau of Vocational Rehabilitation, it seemed essential to hold to certain definite hopeful convictions regarding men and women and their motivations, in order to make sound and worthwhile attempts to help them. These convictions are:

(1) That more persons really want to be self-supporting and self-suffi-

cient than want to be parasites and failures, and that therefore it is risky to make judgments regarding any individual until it is certain that he has had his fair chance.

(2) That relatively few human beings in our culture are satisfied for long with a dependency role.

(3) That more people want to be well and feel good than want to "enjoy poor health"; therefore, when complaints of pain, fatigue, and ill health persist over long periods of time, it should be seriously questioned if adequate examinations and diagnoses have been provided.

(4) That often the varying weights of the "last straws" in a long series of misadventures and unfortunate circumstances cannot well be measured by another individual more comfortably situated, and so the current situation may not represent the client's possibilities for independence.

(5) That years of discouragement often create a psychic trauma that prevents the real personality and worthwhileness of the public relief client from being recognized by any but the most discerning and sympathetic; as a result, special treatment in the form of understanding psychological or psychiatric help is often needed before other rehabilitation plans can be offered or accepted.

(6) That individuals are made of better stuff than is apparent on the surface or to the casual or prejudiced observer.

Since the project was designed to do the greatest justice possible to each client's problems, the consensus was that they should be approached with open-mindedness and be reevaluated whenever necessary. When it could be ascertained that adequate total diagnosis had been followed up by appropriate and competent medical care for the disabling condition, the committees sought only to document the facts and consider rehabilitation in the light of the medical recommendations obtained. However, adequate medical information for understanding of the many physical and/or mental problems could rarely be obtained from any of the past medical care sources, and a new evaluation, therefore, had to be undertaken in most cases.

### *Diagnostic Procedures*

It is customary in the California Bureau of Vocational Rehabilitation to provide a general medical examination for every eligible applicant as a step in establishing the presence of a disability, and to study his present health status. Usually conditions detected here are studied in more detail by internists or other specialists when it is deemed advisable. In the majority of the cases in the sample, however, the physical complaints and symptoms were so manifold and the medical care so long drawn out that, for the most part, the more general type of examination was omitted, and a thorough diagnostic workup was immediately arranged.

Generally the procedure was as follows. All important and pertinent medical information that was available was assembled. Top-flight diagnostic specialists were asked to cooperate in accepting these patients as "diagnostic challenges." They were asked to take a new look, medically speaking, at the whole person in the most objective manner possible, to determine (1) whether there were real physical or mental disabilities present; (2) the degree of influence that each exerted on the total health of the individual; and (3) what, if anything, could be done to cure, improve, or ameliorate the condition. Whatever diagnostic laboratory tests seemed necessary were authorized.

By the use of this method and by pooling all possible skills, in many cases a new understanding of the patient's difficulty was brought about. A 35-year-old woman, for example, had complained over a 7-year period of shortness of breath or difficulty in breathing upon hurrying, working, or getting emotionally upset. She had been considered as having an anxiety neurosis. An examination by an internist and a laryngologist revealed a paralyzed larynx (abductor muscles), leaving her a breathing space of only a 3-millimeter chink. When the medical problem was adequately understood and interpreted to her, she was enabled to adjust more adequately to her domestic responsibilities. No restorative program was undertaken, although it would have been medically sound, because social



factors compelled her withdrawal from the labor market and because she could function as a homemaker as she was.

A 47-year-old man complained of severe back pain. He also had a multitude of other pains and symptoms of a somewhat bizarre pattern. Detailed orthopedic examinations revealed that he had pathology of his lower back—a symptomatic spondylolisthesis. All the consultants agreed, however, that surgery would not cure this client, since he would still have the other disabling complaints and pains. Probing of his past history finally revealed that he had been a long-time alcoholic, although for the past 10 years he had not been drinking. An internist was asked to study this client for possible deficiency disease. With his cooperation the indicated treatment was undertaken, and a month later all previous consultants, as well as the client, were astounded at the improvement that had occurred. Pain due to his peripheral neuritis was relieved, and the client was able to bear the back pain when it recurred.

### Conclusions

The problems encountered in identifying the disability in order to determine eligibility for services and rehabilitation prospects have been explained in some detail. The team continued to function throughout the rehabilitation process. It would be difficult to do justice to the patience, skill, and ingenuity that the

counselors brought to the job, but they all needed and received continuous help and encouragement from the welfare caseworkers, who ironed out socioeconomic problems and helped with achieving motivation. Cases were rediscussed in committee meetings when crises arose, and solutions were finally reached by a joint effort. The "team approach" became a way of life.

It was not expected that the concrete successes of this project would be necessarily startling. The main interest was in learning what might be accomplished and in pointing the way. Nevertheless the values were remarkable in many respects. There is no good way to measure the fine interagency relationships that have been established and the new understanding of mutual endeavors; it is obvious, however, that many daily problems have been made easier to approach and solve through these new methods.

Other results speak for themselves. Of the 519 cases referred to the Bureau of Vocational Rehabilitation by the screening committees, 300 cases received no services beyond diagnosis. Some were shown not to have disabilities, for others the disabilities were too great. Some remarried, became pregnant, went to work, or otherwise disqualified themselves. Seventy-three of the 219 who received some type of service were successfully rehabilitated, and their cases closed. Forty-seven more cases were worked with just as conscientiously but were not successfully terminated. Another 99 cases were still (at the time of the report) receiving training and other rehabilitation services.

When the total number of persons (more than 300 in the 73 families) removed from the relief rolls is considered, the human values begin to be evident. These 73 cases were rehabilitated at an expenditure (including administrative and counseling costs) of \$46,000, an inconsiderable amount—the equivalent of assistance for slightly less than 5 months. Their average earnings were almost double the amount their grants had been. A few clients actually took work paying less than the assistance grant—a situation that some thought would not be a possibility. Most of the clients, however, were earning substantially more, and their economic status had materially improved.

The experiment has demonstrated effectively that by pooling community skills and efforts great strides can be made in solving long-established and difficult community problems. Only in this way can the enormous costs of community services (costs often contributed to by solitary and duplicated efforts) be reduced and minimized. Intelligent interagency cooperation may accomplish what even expanded agency budgets sometimes fail to achieve—the promotion of increased and improved benefits for the citizens they serve.

## Notes and Brief Reports

### The Team Approach in Rehabilitation\*

The California project described in this issue of the *Bulletin* (pages 11-15) used the team approach in going to the heart of one of the most perplexing problems in rehabilitation

\* Based on discussion paper presented by Dorothy T. Pearce, medical social consultant, Bureau of Public Assistance, Division of Program Standards and Development, at the National Conference of Social Work, May 10, 1954.

programs today—that of motivation toward independence and a willingness to give up the security of the known public assistance for the satisfaction of self-support. Social workers and vocational rehabilitation counselors alike accept, in theory, the idea that many disabled adults—even those with long histories of dependency—can achieve an increased measure of self-sufficiency if "only they can be motivated." From Dr. MacCoy's outline of the philosophy on which the California project was based and the methods used, certain principles emerge—principles that may well prove to be essential components in that illusive concept labeled motivation:

(a) The team must have a full determination and an understanding of the full medical facts before attempting a constructive program for a person who is disabled or thought to be disabled.

(b) All members of the team must have an unshakeable belief in the worth of each individual, coupled with the knowledge that basically he wants more than anything else to be

rehabilitated. Another 99 cases were still (at the time of the report) receiving training and other rehabilitation services.

a healthy, contributing member of society.

(c) There must be evaluation of the person as a whole, through joint consideration by experts of several different but related professions.

(d) There must be adequate study—both of the individual and of the group of which he is a part.

(e) There must be, for the client's effective movement toward independence, action by professionally trained caseworkers and counselors with a high degree of competence.

These five principles seem to be basic to any program aimed at increasing positive motivation. Helping men and women to achieve and keep the wish to work toward a socially desirable goal is clearly not a simple process, nor something accomplished quickly. There is no magic. There can only be hard work, applied by truly sensitive, intelligent, and cooperative persons.

Undertakings similar to the California project described by Dr. MacCoy have been tried in one or two other communities. In New Orleans a psychiatrist and a psychiatric social worker undertook a direct approach in the vocational rehabilitation of a group of 25 chronically unemployed psychiatric patients.<sup>1</sup> Twenty of the group had been supported during their illness and unemployment by public assistance. They were not incapacitated parents, although some of them were receiving aid to dependent children. During the time between the decision to focus on the problem of employment and the patient's return to work, from four to 30 interviews were held; the average was 10. Twenty of the patients could be considered successfully rehabilitated. They had been employed for periods ranging from 4 months to 3 years at the time the report was presented. Sixteen of the successfully rehabilitated patients had received public assistance payments averaging \$54 a month during their illness. Following their rehabilitation, these patients earned an

average wage of \$132—140 percent more than their payment. Instead of costing the State \$10,000 annually, their combined income of about \$25,000 returned many tax dollars to the community. Even more important, all of these patients improved their standard of living and their enjoyment of life.

The results of another intensive approach, made not by a team but by an extremely well-qualified social worker with strong convictions about the innate strengths of people, were made known in 1952.<sup>2</sup> Kermit T. Wiltse reported then on a 3-month experience in which he worked with 27 incapacitated fathers whose illnesses, it was believed, were partly emotional in origin. The purpose of the project was to demonstrate the importance of professional casework methods and skills in public assistance. The study deserves a high place among the meaningful efforts made to correct some of the negative elements in current practice in the aid to dependent children program. However, medical consultation for these 27 men would undoubtedly have provided a sounder base than the medical information in the case records for the work directed at removing the cause of unemployment. Special studies directed at helping incapacitated parents in families receiving aid to dependent children have been started in West Virginia and Oklahoma as cooperative ventures of the rehabilitation and welfare agencies.

California has also recently completed a joint study by the State Department of Social Welfare and the State Department of Public Health.<sup>3</sup> Funds had been allocated by the 1953 legislature for this study, which was designed "(a) to determine whether eligibility for Aid to Needy Children in incapacitated father cases is being properly established, and (b) to evaluate the medical information found in case records and to make recommendations for im-

proving the sources, quality and use of such information."

What do these various studies tell us about aid to dependent children in general? Do they show us something specific about the part of the program that relates to deprivation of a child or children due to the incapacity of a parent? They seem to show in broad strokes that improvement is needed. The results of such projects as that described by Dr. MacCoy emphasize the value of making expenditures for remedial efforts instead of assistance. Assistance payments, of course, need never be thought of as wasted money. It is not wasting money to feed children or to make possible for them some semblance of a home. Assistance payments being made month in and month out, however, to a family of growing children without some regard to the needs other than that for money can be a damaging social act.

Any social worker worth his salt knows that a chronically ill father, unemployed and deprived of his place as a contributing member to society, must have a harmful influence on the growing child in the home. The aim in work with such a child should be clear. Assistance payments should be made when need is determined and other eligibility factors met, including that of the parent's incapacity. At the time eligibility is being determined, however, the total needs of the family must be recognized, and treatment processes started even as eligibility is established. Through competent medical methods, the existence of a true incapacity must be established. Too much reliance is now placed by most social workers on the importance of medical reports, regardless of their adequacy or omissions. Social workers should have access, through help from administration, to competent consultation from professional personnel, including physicians, medical social workers, qualified supervisors, and rehabilitation counselors. Moreover, they cannot do a constructive job with the disabled person, even knowing the significance of his diagnosis, when the number of cases they carry prohibits them from seeing the family as often as is necessary.

<sup>1</sup> Thais Morris and Ian Stevenson, M.D., "Psychiatry and Social Work in the Vocational Rehabilitation of Psychiatric Patients" in the *Social Welfare Forum*, 1953, Columbia University Press, 1953, pp. 148-157.

<sup>2</sup> California Department of Social Welfare, *Social Casework in Public Assistance*, 1952.

<sup>3</sup> California Department of Social Welfare, *A Medical Study of Incapacitated Fathers Receiving Aid to Needy Children in California*, March 1954.

Welfare administrators also need to attack the overall problem through a different avenue. They must, in addition to searching critically and fearlessly their own administration, join with all organized medical groups and health facilities in the community in seeing that adequate medical services are available to recipients of assistance. Such efforts need not and should not be carried by the welfare agency alone.

Nationally, the caseload in aid to dependent children has changed rather significantly in recent years, as an increasing number of children of deceased fathers are supported through old-age and survivors insurance. At the time of Dr. MacCoy's report, 5 out of 6 families receiving aid to dependent children were eligible because of the incapacity or absence of the parent. Two and a half times as many children were eligible because of a parent's absence as because of his incapacity. However, the figures for November 1953 show that nearly 109,000 families were eligible because of incapacity. About a quarter of a million children thus look hopefully for a guarantee that the family deprivation due to incapacity will not go on indefinitely—look for the father's restoration, as soon as possible, to his rightful place as father in every sense of the word.

## Employers, Workers, and Wages Under OASI, January - March 1954

The contraction in business activity early in 1954 is reflected in the first-quarter estimates of the number of employers and workers and the amount of wages taxable under old-age and survivors insurance, shown in the accompanying table. (The quarterly estimates exclude the self-employed, who have been covered since 1950, and their earnings.) While the number of employees with taxable wages, the amount of taxable wages, and the amount of wages in covered employment in January-March 1954 varied from the levels in the preceding quarter in accordance with seasonal patterns observed in the past, they each showed a de-

## Estimated number of employers<sup>1</sup> and workers and amount of earnings in employment covered under old-age and survivors insurance, for specified periods, 1940-54<sup>2</sup>

[Corrected to Nov. 10, 1954]

Year and quarter <sup>3</sup>	Em- ployers reporting wages <sup>4</sup> (in thou- sands)	Workers with taxable earnings during period <sup>4</sup> (in thou- sands)	Taxable earnings <sup>4</sup>		All workers in covered employ- ment during period <sup>4</sup> (in thou- sands)	Total earnings in covered employ- ment <sup>4</sup>	
			Total (in mil- lions)	Average per worker		Total (in mil- lions)	Average per worker
1940.....	2,500	35,393	\$32,974	\$932	35,393	\$35,068	\$1,008
1941.....	2,646	40,976	41,848	1,021	40,976	45,463	1,110
1942.....	2,655	46,363	52,939	1,142	46,363	58,219	1,256
1943.....	2,394	47,656	62,423	1,310	47,656	69,653	1,462
1944.....	2,469	46,296	64,426	1,392	46,296	73,349	1,584
1945.....	2,614	46,392	62,945	1,357	46,392	71,560	1,543
1946.....	3,017	48,845	69,088	1,414	48,845	79,290	1,623
1947.....	3,246	48,908	78,372	1,602	48,908	92,449	1,890
1948.....	3,298	49,018	84,122	1,716	49,018	102,255	2,086
1949.....	3,316	46,796	81,808	1,748	46,796	99,989	2,137
1950.....	3,345	48,283	87,498	1,812	48,283	109,804	2,274
1951 <sup>5</sup> .....	4,440	58,000	120,700	† 2,080	58,000	149,000	† 2,570
1952 <sup>6</sup> .....	4,450	60,000	128,800	† 2,150	60,000	161,000	† 2,680
1953 <sup>6</sup> .....	4,350	61,000	137,000	† 2,250	61,000	175,000	† 2,870
1946							
January-March.....	2,287	36,038	16,840	467	36,038	17,397	483
April-June.....	2,416	38,055	17,845	469	38,153	19,079	500
July-September.....	2,478	39,670	17,709	446	40,228	20,222	503
October-December.....	2,513	37,945	16,694	440	39,930	22,562	565
1947							
January-March.....	2,509	38,765	20,805	537	38,765	21,497	555
April-June.....	2,587	39,801	20,655	519	40,175	22,245	554
July-September.....	2,617	40,255	19,555	486	41,155	23,035	560
October-December.....	2,609	37,448	17,357	463	40,748	25,672	630
1948							
January-March.....	2,588	39,560	23,080	583	39,560	23,923	605
April-June.....	2,690	40,245	22,708	564	40,524	24,668	609
July-September.....	2,669	40,585	21,150	521	41,675	25,700	617
October-December.....	2,661	39,790	17,184	467	41,540	27,964	673
1949							
January-March.....	2,639	38,162	23,376	613	38,162	24,254	636
April-June.....	2,693	38,591	22,571	585	38,864	24,570	632
July-September.....	2,697	38,333	20,160	526	39,601	24,971	631
October-December.....	2,692	34,529	15,701	455	39,477	26,194	664
1950							
January-March.....	2,671	37,393	23,490	628	37,393	24,316	650
April-June.....	2,766	39,264	24,052	613	39,557	26,210	663
July-September.....	2,768	40,486	22,382	553	41,923	28,165	672
October-December.....	2,741	35,609	17,574	494	41,792	31,113	744
1951							
January-March <sup>7</sup> .....	3,552	43,600	30,336	696	43,600	31,000	† 710
April-June <sup>7</sup> .....	3,658	45,200	30,693	679	45,500	33,000	† 730
July-September <sup>7</sup> .....	3,635	45,800	27,815	607	46,800	33,000	† 710
October-December <sup>7</sup> .....	3,638	42,000	22,702	541	46,000	36,000	† 780
1952							
January-March <sup>7</sup> .....	3,595	45,000	33,159	737	45,000	34,000	† 760
April-June <sup>7</sup> .....	3,670	46,800	32,627	697	47,000	35,000	† 740
July-September <sup>7</sup> .....	3,645	46,700	29,166	625	48,000	36,000	† 750
October-December <sup>7</sup> .....	3,640	42,600	24,067	565	48,000	40,000	† 830
1953							
January-March <sup>7</sup> .....	3,590	47,000	36,300	772	47,000	37,000	† 790
April-June <sup>7</sup> .....	3,660	48,300	36,000	745	48,500	39,000	† 800
July-September <sup>7</sup> .....	3,650	47,800	31,000	649	49,500	39,000	† 790
October-December <sup>7</sup> .....	3,630	41,700	22,800	547	48,500	42,000	† 870
1954							
January-March <sup>7</sup> .....	3,550	45,000	35,000	† 780	45,000	36,000	† 800

<sup>1</sup> Number corresponds to number of employer returns. A return may relate to more than 1 establishment if employer operates several separate establishments but reports for concern as a whole.

<sup>2</sup> Excludes joint coverage under the railroad retirement and old-age and survivors insurance programs.

<sup>3</sup> Annual totals for 1951-53 include the self-employed and their earnings (covered beginning 1951); quarterly totals exclude the self-employed and their earnings.

<sup>4</sup> For quarterly and annual data for 1937-39 see the *Bulletin*, February 1947, p. 31. Quarterly data for other years were in the August 1947, February 1948, and January 1953 issues.

<sup>5</sup> For a description of the series and quarterly data for 1940 see the *Bulletin*, August 1947, p. 30. Quarterly data for other years were in the February 1948 and January 1953 issues.

<sup>6</sup> Preliminary.

<sup>7</sup> Rounded to nearest \$10.



cline from the totals a year earlier.

The number of employees with taxable wages, estimated at 45 million, and their taxable wages, estimated at \$35 billion, increased seasonally 7.9 percent and 53.5 percent, respectively, from the totals for October-December 1953, a quarter that reflects the operation of the maximum limitation on taxable wages. These totals decreased 4.3 percent and 3.6 percent, respectively, from those for January-March 1953.

The number of employees in covered employment in the first quarter of 1954 (estimated at 45 million) and the amount of their wages paid (an estimated \$36 billion) declined 7.2 percent and 14.3 percent, respectively, from October-December 1953, slightly more than would be expected seasonally. The declines of 4.3 percent and 2.7 percent from the levels in January-March 1953 are additional evidence of the decline in economic activity.

Although average taxable wages and average wages in covered employment in the first quarter of 1954, estimated at \$780 and \$800, respectively, varied seasonally from the preceding quarter in the same direction as in past years, they increased slightly (1.0 percent and 1.3 percent) from the first quarter of 1953. These small increases are in line with increases in wage rates.

An estimated 3.6 million employers were paying taxable wages in the first quarter of 1954. This number was 2.2 percent less than the number in the fourth quarter of 1953 and 1.1 per cent less than that in the first quarter of that year.

## OASI Contributions for State and Local Government Employees

The Social Security Act Amendments of 1950 made coverage available, under agreements between the States and the Federal Government, to employees of State and local governments not covered by State or local retirement systems.<sup>1</sup> The provisions became effective January 1, 1951.

<sup>1</sup> See the *Bulletin*, December 1950, pages 8-9.

Data on payments into the old-age and survivors insurance trust fund by State and local governments under voluntary coverage agreements have not been included in tables on taxes under the Federal Insurance Contributions Act that have been published in the *BULLETIN*. Payments equivalent to taxes, under these coverage agreements, are shown in the accompanying table for the calendar years 1951, 1952, and 1953, and for the fiscal years 1951-52 and 1952-53. Similar data for later periods will be presented regularly in the future.

Agreements for State and local

coverage may be retroactive, and payments in one period may cover earlier periods as far back as the first quarter of 1951. The omission of a State from the table does not, therefore, necessarily indicate that there is no coverage agreement in that State. Likewise, the omission of payments during some of the periods shown for the States listed does not preclude coverage under the program for the period in which no payments were made.

Under the agreements, State and local governments make their payments to Federal Reserve banks or

(Continued on page 31)

## Social security contributions for State and local government employees paid under voluntary agreements, by State and by specified period, 1951-53<sup>1</sup>

[In thousands]

State	Calendar year			Fiscal year	
	1951 <sup>2</sup>	1952	1953	1951-52	1952-53
Total.....	\$9,053	\$38,229	\$67,202	\$25,680	\$44,075
Alabama.....	345	1,156	1,216	909	1,117
Arizona.....	139	580	2,038	385	1,717
Arkansas.....	517	855	950	776	895
California.....	597	1,223	1,485	991	1,384
Colorado.....		636	614	382	530
Connecticut.....		367	380	108	433
Delaware.....		36	51	18	46
Florida.....		385	615	160	538
Georgia.....			8		
Idaho.....	339	1,003	886	814	857
Illinois.....			1		
Indiana.....		842	1,549	243	1,229
Iowa.....			13,250		
Kansas.....	1,305	2,295	2,554	2,322	2,536
Kentucky.....	881	2,135	2,055	2,080	1,971
Louisiana.....			651		426
Maine.....		195	208	99	191
Maryland.....		142	198	61	172
Massachusetts.....		7	9		9
Michigan.....		959	1,087	27	1,484
Mississippi.....		2,632	2,796		4,224
Missouri.....	1,462	4,220	3,811	3,823	3,704
Nebraska.....	727	1,408	1,389	1,433	1,345
New Hampshire.....		54	88	30	71
New Jersey.....			226		72
New York.....			12		
North Carolina.....	90	430	556	307	461
Oklahoma.....	1,354	1,903	2,024	1,833	1,928
Oregon.....	21	245	8,296	108	343
Pennsylvania.....		252	2,250		1,356
Rhode Island.....		213	206	111	202
South Dakota.....	271	1,364	1,436	961	1,385
Tennessee.....	15	643	739	370	596
Texas.....		1,032	1,280	519	1,124
Utah.....	69	796	901	109	1,237
Vermont.....	5	124	126	71	115
Virginia.....		7,193	6,186	4,420	6,190
Washington.....	28	319	388	184	344
West Virginia.....	615	1,271	1,272	1,178	1,292
Wisconsin.....	239	659	698	559	681
Wyoming.....		298	1,516	114	1,051
Alaska.....	30	187	351	111	228
Puerto Rico.....		149	786		590
Instrumentalities.....	2	3	2	3	2

<sup>1</sup> Represents payments made in the respective States. Amounts shown do not equal deposits into old-age and survivors insurance trust fund but represent payments during the specified periods, based on monthly reports forwarded to the Division of Accounting Operations, Bureau of Old-Age and

Survivors Insurance, by the Secretary of the Treasury. The contribution rate was 1½ percent each for employer and employee on wages and salaries paid.

<sup>2</sup> Payments made for the period Apr. 1, 1951-Dec. 31, 1951.

LISTED BELOW are the titles of the scheduled tables and analytical notes with accompanying tables and the issues of the **BULLETIN** in which they will appear; there may, however, be changes in or additions to the list. Tables with calendar-year data for all programs will appear in the Annual Statistical Supplement in the September issue of the **BULLETIN** but are not listed here.

Contributions and taxes under selected social insurance and related programs, by specific period (calendar or fiscal-year totals, current reporting month, and 12 preceding months) .....monthly  
Economic status of aged persons and of dependent survivors (note) .....June, December  
Federal cash income and outgo and amounts for programs under the Social Security Act. ....October  
Federal grants to State and local governments (note) ..

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# Current Operating Statistics

Table 1.—Selected social insurance and related programs, by specified period, 1940-54

[In thousands; data corrected to Dec. 13, 1954]

Year and month	Total	Retirement, disability, and survivor programs										Unemployment insurance programs				
		Monthly retirement and disability benefits <sup>1</sup>				Survivor benefits				Temporary disability benefits <sup>2</sup>		State laws <sup>10</sup>	Veterans' legis-lation <sup>11</sup>	Rail-road Unem-employment Insurance Act <sup>12</sup>		
		Social Security Act	Rail-road Retirement Act	Civil Service Commission <sup>3</sup>	Veter-ans Ad-minis-tration <sup>4</sup>	Monthly				Lump-sum <sup>7</sup>					State laws <sup>10</sup>	Rail-road Unem-employment Insurance Act <sup>11</sup>
						Social Security Act <sup>4</sup>	Rail-road Retirement Act <sup>5</sup>	Civil Service Commission <sup>3</sup>	Veter-ans Ad-minis-tration <sup>6</sup>	Social Security Act	Other <sup>8</sup>					
Number of beneficiaries																
1953																
October	4,090.2	376.8	195.9	2,538.5	1,747.0	159.8	53.5	1,089.5	44.0	11.6	34.1	33.9	655.9	24.9	30.1	
November	4,143.5	378.8	197.5	2,544.4	1,762.6	160.7	54.2	1,089.1	39.0	11.3	34.8	34.4	808.6	31.5	40.6	
December	4,199.8	381.4	199.2	2,552.3	1,781.6	161.7	52.8	1,095.0	42.1	11.1	34.3	36.3	1,124.5	47.1	68.9	
1954																
January	4,253.4	382.7	200.3	2,556.8	1,798.0	162.5	53.2	1,102.7	41.2	11.2	34.3	37.0	1,592.4	68.4	102.5	
February	4,315.9	383.7	201.9	2,560.3	1,812.9	162.9	56.5	1,106.8	40.9	11.6	35.0	30.4	1,864.1	88.1	118.0	
March	4,395.7	386.5	202.3	2,565.8	1,834.6	163.4	57.5	1,111.1	49.6	14.0	39.4	29.9	1,953.3	102.5	138.5	
April	4,466.4	388.8	204.4	2,575.1	1,856.5	164.2	58.4	1,115.2	51.2	13.3	37.6	27.3	1,893.9	99.9	139.5	
May	4,524.4	391.5	205.7	2,583.0	1,873.3	164.9	59.1	1,116.8	44.2	11.8	36.1	23.4	1,849.6	93.2	103.7	
June	4,577.5	392.6	207.3	2,590.4	1,891.3	165.7	60.6	1,129.9	44.8	12.1	39.2	27.6	1,817.6	95.9	98.2	
July	4,620.3	395.9	208.6	2,598.0	1,901.0	165.3	60.9	1,130.1	40.9	11.7	37.7	24.1	1,597.3	96.3	78.8	
August	(19) 393.5	210.8	2,605.8	(20) 165.7	61.7	1,133.9	46.8	12.0	38.8	36.2	1,522.6	99.5	103.8			
September	4,733.7	398.6	212.1	2,612.0	1,921.3	165.2	62.4	1,133.6	34.7	10.7	37.6	33.5	1,413.9	91.4	97.6	
October	4,779.1	400.5	213.2	2,618.3	1,940.2	168.6	63.3	1,130.2	39.2	11.1	37.0	35.2	1,299.3	74.8	98.4	
Amount of benefits <sup>14</sup>																
1940	\$1,183,462	\$17,150	\$114,166	\$82,019	\$317,851	\$5,371	\$1,448	\$105,696	\$11,833	\$12,267			\$518,700		\$15,961	
1941	1,079,648	51,169	119,912	64,933	320,561	23,644	1,559	111,799	13,270	13,943			344,321		14,537	
1942	1,124,351	76,147	122,806	68,115	325,265	39,523	1,603	111,193	15,005	14,342			344,084		6,263	
1943	914,553	92,943	125,795	72,961	331,350	55,152	1,704	116,133	17,843	17,255	\$2,857		79,643		917	
1944	1,109,673	113,487	129,707	77,193	456,279	73,451	1,765	144,302	22,034	19,238	5,035		62,385	\$4,215	582	
1945	2,051,694	148,107	137,140	83,874	697,830	99,651	1,772	254,238	26,127	23,431	4,699		445,866	126,630	2,359	
1946	5,140,174	222,320	149,188	94,585	1,268,984	127,933	1,817	333,640	27,851	30,610	4,761		1,004,850	1,743,718	39,917	
1947	4,684,564	287,554	177,053	106,876	1,676,029	149,179	19,283	382,515	29,469	33,115	26,024	\$11,388	776,165	970,542	39,400	
1948	4,490,297	352,022	208,642	132,852	1,711,182	171,837	36,011	413,912	32,315	32,140	35,592	30,843	793,265	510,167	28,599	
1949	5,672,234	437,420	240,893	158,973	1,692,215	196,586	39,257	477,406	33,158	31,771	59,066	30,103	1,737,279	430,194	103,596	
1950	5,286,020	651,409	254,240	175,787	1,732,208	276,945	43,884	491,579	32,740	33,578	89,259	28,099	1,373,426	34,653	59,804	
1951	5,651,701	1,321,061	268,733	196,529	1,647,938	506,803	49,527	519,395	57,337	33,356	147,846	26,297	840,411	2,234	20,217	
1952	6,452,932	1,539,327	361,200	225,120	1,722,225	591,504	74,085	19,986	572,983	63,298	37,251	167,665	34,689	998,267	3,539	41,793
1953	7,540,028	2,175,311	374,112	269,300	1,840,437	743,536	83,319	27,325	613,475	87,451	43,377	186,632	45,150	962,221	41,698	64,864
1954																
October	606,422	184,372	30,467	23,215	155,499	62,201	6,709	2,415	50,491	7,630	3,580	3,875	4,248	66,104	2,599	3,017
November	624,487	187,174	30,637	23,400	154,207	62,883	6,759	2,413	52,595	6,753	3,794	3,781	4,116	78,979	3,093	3,903
December	674,819	190,103	30,833	23,720	155,707	63,689	6,813	2,472	49,694	7,282	3,279	4,057	4,452	120,780	5,039	6,869
1954																
January	723,319	193,087	30,934	23,761	155,920	64,412	6,856	2,502	52,075	7,160	3,386	3,768	4,156	158,418	6,588	10,296
February	748,448	196,535	31,041	23,959	155,699	65,073	6,883	2,548	50,214	7,082	3,421	3,731	3,336	179,284	8,086	11,551
March	804,247	200,703	31,305	24,249	157,558	65,983	6,919	2,598	51,630	8,580	4,039	4,960	3,792	215,650	10,817	15,464
April	792,084	204,336	31,526	24,321	157,612	66,908	6,966	2,608	50,761	8,858	4,198	4,587	3,236	200,837	10,129	15,201
May	774,260	207,399	31,751	24,527	157,347	67,672	7,002	2,645	51,269	7,734	3,522	4,248	2,845	185,601	8,956	11,742
June	785,941	210,254	32,859	24,641	157,624	68,448	7,049	2,690	51,194	7,926	3,530	4,875	3,329	190,959	9,786	10,827
July	760,974	212,596	33,120	24,905	157,765	68,896	7,049	2,736	49,996	7,180	3,559	4,720	2,685	167,980	9,335	9,902
August	769,805	(21) 393.5	33,312	25,204	159,293	(22) 165.7	7,076	2,767	51,311	8,376	3,547	4,862	4,414	162,653	10,230	11,860
September	799,309	247,151	33,441	25,356	158,058	78,805	7,445	2,801	51,193	6,153	3,020	4,728	5,033	153,737	9,440	12,943
October	803,281	250,055	33,610	25,499	160,749	79,673	7,855	2,827	56,877	7,246	3,124	4,451	6,383	135,299	7,384	16,249

<sup>1</sup> Under the Social Security Act, retirement benefits—old-age, wife's, and husband's benefits, and benefits to children of old-age beneficiaries—partly estimated. Under the other 3 systems, benefits for age and disability; beginning December 1951, spouse's annuities under the Railroad Retirement Act.

<sup>2</sup> Data for civil-service retirement and disability fund; excludes noncontributory payments made under the Panama Canal Construction Annuity Act. Through June 1948, retirement and disability benefits include payments to survivors under joint and survivor elections.

<sup>3</sup> Pensions and compensation, and subsistence payments to disabled veterans undergoing training.

<sup>4</sup> Mother's, widow's, widower's, parent's, and child's benefits; partly estimated.

<sup>5</sup> Annuities to widows under joint and survivor elections and, beginning February 1947, survivor benefits—widow's, widower's (first paid December 1951), widow's current, parent's, and child's benefits.

<sup>6</sup> Payments to widows, parents, and children of deceased veterans.

<sup>7</sup> Number of dependents on whose account lump-sum payments were made.

<sup>8</sup> Payments under the Railroad Retirement Act and Federal civil-service and veterans' programs.

<sup>9</sup> First payable in Rhode Island, April 1943; in California, December 1946; in New Jersey, January 1949; in New York, July 1950 (monthly data not available); and under the railroad program, July 1947. Excludes hospital benefits in California; also excludes private plans in California and New Jersey except for calendar-year totals.

<sup>10</sup> Represents average weekly number of beneficiaries.

<sup>11</sup> Represents average number of beneficiaries in a 14-day registration period.

<sup>12</sup> Beginning September 1944, under the Servicemen's Readjustment Act, readjustment allowances to unemployed and self-employed veterans of World War II. Beginning November 1952, under the Veterans' Readjustment Assistance Act, unemployment compensation benefits to veterans with military service since June 1950. Number represents average weekly claims paid.

<sup>13</sup> Data by type of benefit not available; amount paid for all types of benefits (\$284,900,000, partly estimated) included in total.

<sup>14</sup> Payments: under the Social Security Act annual data represent Treasury disbursements and under the Railroad Retirement Act, amounts certified (for both programs monthly data for monthly benefits represent benefits in current-payment status); under the Railroad Unemployment Insurance Act, amounts certified; for Veterans Administration programs, except the readjustment allowance program, disbursements; under the State unemployment and temporary disability insurance laws, the Servicemen's Readjustment Act, and the Veterans' Readjustment Assistance Act, checks issued; for civil service programs, disbursements through June 1949 and authorizations beginning July 1949. Adjusted on annual basis except for civil-service data and payments under the Railroad Unemployment Insurance Act, which are adjusted monthly.

<sup>15</sup> Preliminary.

Source: Based on reports of administrative agencies



Table 2.—Contributions and taxes collected under selected social insurance and related programs, by specified period, 1952-54

[In thousands]

Period	Retirement, disability, and survivors insurance			Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Federal civil-service contributions <sup>2</sup>	Taxes on carriers and their employees	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions <sup>5</sup>
Fiscal year:						
1952-53.....	\$4,096,602	\$744,646	\$626,050	\$1,367,806	\$276,825	\$25,066
1953-54.....	4,889,923	* 455,721	602,703	1,246,230	* 274,978	* 27,781
4 months ended:						
October 1952.....	1,067,393	465,301	173,878	505,991	25,366	6,313
October 1953.....	1,176,063	177,448	175,243	492,493	21,394	6,413
October 1954.....	1,396,577	162,278	147,960	406,951	21,818	5,890
1953						
October.....	173,686	33,072	14,392	102,289	2,088	17
November.....	398,352	36,431	89,986	187,421	16,769	768
December.....	152,597	38,097	51,430	13,776	-3,293	5,593
1954						
January.....	84,670	36,320	12,765	64,165	8,552	-2,161
February.....	609,224	44,208	85,049	143,236	189,235	862
March.....	597,809	35,230	49,068	8,476	18,653	5,200
April.....	284,915	24,069	5,525	132,866	3,284	125
May.....	777,733	33,439	87,468	195,905	18,773	1,160
June.....	508,529	36,415	46,168	7,893	1,600	7,507
July.....	218,264	* 60,722	7,694	126,538	1,563	425
August.....	764,227	42,536	79,783	192,454	17,894	944
September.....	224,915	30,498	45,202	6,678	951	4,461
October.....	189,170	28,521	12,282	81,281	1,409	60

<sup>1</sup> Represents contributions of employees and employers in employments covered by old-age and survivors insurance (beginning December 1952, adjusted for employee-tax refunds); from May 1951, includes deposits made in the trust fund by States under voluntary coverage agreements; beginning January 1951, on an estimated basis.

<sup>2</sup> Represents employee and Government contributions to the civil-service retirement and disability fund; Government contributions are made in 1 month for the entire fiscal year.

<sup>3</sup> Represents deposits in State clearing accounts of contributions plus penalties and interest collected from employers and, in 2 States, contributions from employees; excludes contributions collected for deposit in State sickness insurance funds. Data reported by State agencies.

<sup>4</sup> Represents taxes paid by employers under the Federal Unemployment Tax Act.

<sup>5</sup> Beginning 1947, also covers temporary disability insurance.

<sup>6</sup> Monthly data do not add to fiscal-year totals shown due to changes in Treasury accounts, effective Feb. 17, 1954. Fiscal-year totals as shown in the *Monthly Statement of Receipts and Expenditures for the U. S. Government for the Period . . . through June 30, 1954*.

<sup>7</sup> Includes contributions from the Federal Government.

Source: *Daily Statement of the U.S. Treasury*, unless otherwise noted.

## Recent Publications\*

### Social Security Administration

CHILDREN'S BUREAU. *Screening School Children for Visual Defects: Report of a Study Conducted in St. Louis, Missouri, 1948-49*. (Children's Bureau Publication No. 345.) Washington: U. S. Govt. Print. Off., 1954. 92 pp. 35 cents.

FOSTER, HELEN B., and SANDUSKY, ANNIE LEE. "Services in the ADC Program." *Children*, Washington, Vol. 1, Nov.-Dec. 1954, pp. 217-221. 25 cents.

JERVIS, GEORGE A. "Factors in Mental Retardation." *Children*, Washing-

ton, Vol. 1, Nov.-Dec. 1954, pp. 207-211. 25 cents.

The first in a series of articles by persons engaged in various aspects of work with mentally retarded children and their parents.

WITMER, HELEN L., editor. *Parents and Delinquency: A Report of a Conference*. (Children's Bureau Publication No. 349.) Washington: U. S. Govt. Print. Off., 1954. 43 pp. 20 cents.

Discusses parents' responsibility for their children's delinquency and considers ways in which parents of delinquent children may be helped to do a better job.

### General

INDUSTRIAL RELATIONS COUNSELORS. *Steadier Jobs: A Handbook for Management on Stabilizing Employment*. New York: Industrial Relations Counselors, Inc., 1954. 123 pp.

INTERNATIONAL LABOR OFFICE. *Migrant Workers (Underdeveloped Coun-*

*tries)*. (International Labor Conference, Thirty-Eighth Session, 1955, Report V (1).) Geneva: The Office, 1954. 40 pp. 40 cents.

LANE, ROBERT S. "What's Ahead in Employee Benefits." *American Economic Security*, Washington, Vol. 11, Aug.-Sept. 1954, pp. 21-27. 25 cents.

SOMERS, HERMAN MILES, and SOMERS, ANNE RAMSEY. *Workmen's Compensation: Prevention, Insurance, and Rehabilitation of Occupational Disability*. New York: John Wiley & Sons, Inc., 1954. 341 pp. \$6.50.

A study covering all aspects of workmen's compensation—history, legislation, and actual benefit experience—as well as the related fields of industrial safety, health, and rehabilitation.

UNITED NATIONS. SECRETARY-GENERAL. *Economic Opportunities for Women: Older Women Workers. Report*. New York: United Nations, Economic and Social Council, 1954. 53 pp. Processed.

Discusses the employment status of

Table 3.—Status of the unemployment trust fund, by specified period, 1936-54

[In thousands]

Period	Total assets at end of period	Net total of U. S. Government securities acquired <sup>1</sup>	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account <sup>4</sup>			
				Deposits	Interest credited	Withdrawals <sup>2</sup>	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period <sup>3</sup>
Cumulative, January 1936-October 1954.....	\$8,676,017	\$8,668,948	\$7,069	\$19,411,108	\$1,900,626	\$13,175,205	\$8,136,530	\$953,411	\$191,990	\$798,382	\$539,488
Fiscal year:											
1932-33.....	9,237,893	589,961	20,850	1,371,105	184,242	912,551	8,562,537	15,042	18,526	97,272	605,355
1933-34.....	8,993,197	-248,075	4,229	1,246,108	204,317	1,617,159	8,395,804	17,835	20,094	140,134	597,396
4 months ended:											
October 1952.....	8,791,237	131,028	13,127	432,927	7,909	298,168	8,062,410	3,790	799	34,821	728,827
October 1953.....	9,418,221	170,981	10,197	429,868	9,894	263,168	8,739,132	3,848	980	25,338	679,089
October 1954.....	8,676,017	-320,019	7,069	345,558	11,537	617,391	8,136,530	3,507	821	65,482	539,488
1953											
October.....	9,418,221	-17,000	10,197	39,148	9,554	66,098	8,739,132	10	946	7,364	679,089
November.....	9,566,878	139,000	19,854	253,477	9,894	97,777	8,894,832	410	-----	7,453	682,046
December.....	9,560,887	-2,019	15,882	15,854	93,526	116,746	8,887,466	3,408	9,261	11,294	673,420
1954											
January.....	9,411,362	-150,000	16,357	28,443	134	164,049	8,751,994	24	13	14,090	659,368
February.....	9,386,702	-20,000	11,697	166,304	38	177,216	8,741,120	700	4	14,490	645,582
March.....	9,161,390	-225,019	11,403	15,738	1,064	225,740	8,532,182	2,959	105	19,439	629,207
April.....	9,000,450	-160,000	10,463	48,904	10,326	201,850	8,389,563	36	1,008	19,364	610,887
May.....	9,030,001	79,000	11,015	270,378	88	176,861	8,483,167	624	8	14,686	596,834
June.....	8,994,219	-80,019	4,229	18,164	89,247	193,752	8,396,826	5,825	8,714	13,980	597,393
July.....	8,857,210	-150,000	18,242	38,201	112	168,205	8,266,934	173	11	10,549	590,275
August.....	8,952,674	105,000	8,706	274,635	51	163,690	8,377,930	530	5	16,066	574,744
September.....	8,793,010	-155,019	5,184	8,003	1,055	154,020	8,232,968	2,785	102	17,589	560,042
October.....	8,676,017	-120,000	7,069	24,719	10,319	131,476	8,136,530	20	703	21,278	539,488

<sup>1</sup> Includes accrued interest and repayments on account of interest on bonds at time of purchase; minus figures represent primarily net total of securities redeemed.

<sup>2</sup> Includes transfers from State accounts to railroad unemployment insurance account amounting to \$107,161,000.

<sup>3</sup> Includes withdrawals of \$79,169,000 for disability insurance benefits.

<sup>4</sup> Beginning July 1947, includes temporary disability program.

<sup>5</sup> Includes transfers to the account from railroad unemployment insurance administration fund amounting to \$97,646,000 and transfers of \$12,338,000 out of the account to adjust funds available for administrative expenses on account of retroactive credits taken by contributors under the Railroad Unemployment Insurance Act Amendments of 1948.

Source: Daily Statement of the U.S. Treasury.

older women and presents statistical data on the number of women workers aged 40 and over in various countries.

U. S. DEPARTMENT OF LABOR. BUREAU OF LABOR STATISTICS. *Fact Book on Manpower, September 1954.* (Bulletin No. 1171.) Washington: U. S. Govt. Print. Off., 1954. 88 pp. 50 cents.

U. S. DEPARTMENT OF LABOR. BUREAU OF LABOR STATISTICS. *Wages and Related Benefits in the Machinery Industries: Postwar Wage Trends.* (Bulletin No. 1160.) Washington: U. S. Govt. Print. Off., 1954. 60 pp. 40 cents.

Includes an analysis of wage trends from 1945 to 1954 as well as a survey of wages and supplementary benefits in the winter of 1953-54.

### Retirement and Old Age

CALIFORNIA. UNIVERSITY. INSTITUTE OF INDUSTRIAL RELATIONS. *Economic Problems of the Aged.* (Reprint No. 58.) Berkeley: University of California, 1954. 36 pp. (Reprinted from *The American Economic Re-*

*view*, Vol. 44, May 1954, pp. 634-670.)

Contains *The Labor Force Status of Persons Aged Sixty-Five and Over*, by Robert Dorfman; *The Size, Nature, and Adequacy of the Resources of the Aged*, by Peter O. Steiner; and *Age and Income*, by Melvin W. Reder.

HUNTER, WOODROW W., and MAURICE, HELEN. *Older People Tell Their Story: A Community Survey and Forum.* Ann Arbor: University of Michigan, Institute of Human Adjustment, Division of Gerontology, 1953. 99 pp. \$1.

A survey of the needs of older persons in Grand Rapids, Michigan, and recommendations for community action.

PETERSON, ROBERT L. "How Competent Are Older Workers?" *Office Executive*, Philadelphia, Vol. 29, Nov. 1954, pp. 17-20. 50 cents. Compares older and younger office workers.

"Services for Older Workers—the Need for Developing Work Opportunities." *Employment Security Re-*

*view*, Washington, Vol. 21, Nov. 1954, pp. 3-28. 20 cents.

Eleven papers telling what is being done to provide work opportunities for older persons in various parts of the United States.

WEBBER, IRVING L. *Aging and Retirement: A Bibliographical Review of Recent and Current Research at Seven University Centers.* Chicago: University of Chicago, Industrial Relations Center, 1954. 45 pp.

### Public Welfare and Relief

ARSENIAN, JEAN M., and HOTCHKISS, GEORGINA. "Toward a Research Training Program in Psychiatric Social Work." *Journal of Psychiatric Social Work*, New York, Vol. 24, Oct. 1954, pp. 42-46. \$1.25.

BLUMENTHAL, LOUIS H. *How to Work with Your Board and Committees.* New York: Association Press, 1954. 64 pp. \$1.

Designed for the use of social workers and board and committee members in voluntary social agencies.

CALIFORNIA. DEPARTMENT OF SOCIAL

Table 4.—Status of the old-age and survivors insurance trust fund, by specified period, 1937-54

[In thousands]

Period	Receipts		Expenditures		Assets			
	Net contribu- tion income and transfers <sup>1</sup>	Interest received <sup>2</sup>	Benefit payments	Adminis- trative expenses <sup>3</sup>	Net total of U. S. Govern- ment securities acquired <sup>4</sup>	Cash with disbursing officer at end of period	Credit of fund account at end of period	Total assets at end of period
Cumulative, January 1937- October 1954.....	\$31,944,991	\$3,010,820	\$14,012,368	\$751,574	\$19,618,723	\$476,183	\$96,964	\$20,191,653
Fiscal year:								
1932-33.....	4,096,602	386,640	2,627,492	89,429	1,544,542	286,878	261,885	18,366,356
1953-54.....	4,589,923	438,909	3,275,457	88,638	1,522,270	373,547	329,277	20,042,688
4 months ended:								
October 1952.....	1,067,393	25,688	747,232	29,987	245,159	266,627	131,061	16,915,898
October 1953.....	1,176,093	25,735	1,027,024	27,683	261,036	328,778	106,069	18,513,476
October 1954.....	1,396,577	35,492	1,253,516	29,489	278,859	476,183	96,964	20,191,653
1953								
October.....	173,686	14,818	260,989	6,838	39,341	328,778	106,069	18,513,476
November.....	398,352		263,853	7,462	26,000	325,687	210,197	18,640,513
December.....	182,597	190,960	268,100	9,013	186,609	335,889	79,830	18,706,956
1954								
January.....	84,670	268	269,613	6,554	-146,000	336,739	33,750	18,515,727
February.....	609,224	\$ 11,595	275,059	6,917	39,800	338,788	331,744	18,854,571
March.....	597,809	10,946	287,370	7,180	164,918	358,974	466,845	19,168,775
April.....	284,915	14,818	293,884	7,502	245,941	360,145	212,080	19,167,122
May.....	777,733		293,969	7,447	229,000	370,317	449,226	19,643,440
June.....	508,529	196,182	296,585	8,878	515,967	373,547	329,277	20,042,688
July.....	218,264	\$ 9,551	292,652	7,433	70,000	403,246	157,309	19,970,418
August.....	764,227		288,205	6,782	150,000	422,652	457,141	20,439,658
September.....	224,915	10,946	323,095	7,374	82,918	467,313	234,858	20,344,952
October.....	189,170	14,995	349,564	7,900	-24,059	476,183	96,964	20,191,653

<sup>1</sup> For July 1940 to December 1950 equals taxes collected under the Federal Insurance Contributions Act. Beginning January 1951, amounts appropriated in accordance with sec. 201(a) of the Social Security Act as amended in 1950; from May 1951, includes deposits by States under voluntary coverage agreements. For 1947-51 includes amounts appropriated to meet costs of benefits payable to veterans' survivors under the Social Security Act Amendments of 1946. Beginning 1952, includes deduction to adjust for reimbursement to the general treasury of the estimated amount of taxes subject to refund on wages in excess of \$3.60 paid to employees who worked for more than 1 employer during the calendar year (\$51 million in September 1954 for 1953 taxes) in accordance with sec. 1401(d) of the Internal Revenue Code.

<sup>2</sup> Includes interest transferred from the railroad retirement account under the financial interchange provision of the Railroad Retirement Act, as amended in 1951. See footnote 5.

<sup>3</sup> Represents net expenditures for administration. Beginning November 1951, adjusted for reimbursements to trust fund of small amounts for sales of supplies and services. Beginning October 1953, includes amounts for expenses of plans and preparations for construction authorized by P.L. 170, 88d Cong., 1st sess.

<sup>4</sup> Includes accrued interest and repayments on account of accrued interest on bonds at time of purchase.

<sup>5</sup> Represents interest, transferred from the railroad retirement account, for the fiscal year 1952-53 on \$488 million and for the fiscal year 1953-54 on \$424.5 million—the estimated amount that would place the old-age and survivors insurance trust fund in the same position in which it would have been on June 30, 1952, if railroad employment had always been covered under old-age and survivors insurance, less offsets, for 1953-54, made under subparagraph (c) of section 5(K) (2) of the Railroad Retirement Act, as amended in 1951.

Source: Daily Statement of the U.S. Treasury.

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## Maternal and Child Welfare

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(Continued on page 28)



**Table 5.—Old-age and survivors insurance: Monthly benefits in current-payment status<sup>1</sup> at the end of the month, by type of benefit and by month, October 1953–October 1954, and monthly benefits awarded, October 1954**

[Amounts in thousands; data corrected to Dec. 2, 1954]

Item	Total		Old-age		Wife's or husband's		Child's		Widow's or widower's		Mother's		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
<b>Monthly benefits in current-payment status at end of month:</b>														
<b>1953</b>														
October.....	5,837,214	\$246,872.3	3,136,415	\$159,639.8	866,904	\$23,366.0	1,033,890	\$31,760.4	526,613	\$21,501.0	250,233	\$9,334.6	23,159	\$969.7
November.....	5,906,117	250,057.2	3,178,118	162,086.4	877,375	23,696.1	1,042,516	32,114.3	533,128	21,778.0	251,637	9,403.9	23,343	978.4
December.....	5,981,420	253,792.3	3,222,348	164,659.1	887,845	24,017.7	1,053,195	32,517.0	540,653	22,095.7	253,873	9,517.0	23,506	986.4
<b>1954</b>														
January.....	6,051,322	257,498.6	3,263,963	167,270.6	898,432	24,366.1	1,062,232	32,874.7	547,319	22,375.1	255,728	9,619.8	23,618	992.3
February.....	6,128,845	261,613.7	3,313,294	170,301.2	910,061	24,748.3	1,070,567	33,204.3	553,758	22,646.7	257,407	9,714.2	23,758	999.1
March.....	6,230,244	266,685.5	3,375,914	173,949.0	925,204	25,217.9	1,082,747	33,652.9	562,261	23,007.9	260,223	9,851.6	23,895	1,006.3
April.....	6,322,934	271,243.8	3,430,714	177,109.4	938,946	25,646.9	1,094,953	34,102.8	570,974	23,369.3	263,225	9,997.8	24,122	1,017.6
May.....	6,397,697	275,072.0	3,476,640	179,808.7	949,554	25,989.3	1,103,499	34,448.7	578,461	23,684.5	265,292	10,116.6	24,251	1,024.1
June.....	6,468,777	278,702.0	3,519,415	182,334.4	959,077	26,302.0	1,111,874	34,769.8	586,306	24,015.9	267,720	10,249.5	24,385	1,030.4
July.....	6,521,373	281,492.7	3,554,250	184,416.6	966,846	26,557.9	1,114,916	34,903.7	591,746	24,242.7	269,116	10,336.2	24,500	1,035.6
August.....	6,592,991	284,900.0	3,644,654	186,136.7	985,784	26,833.9	1,128,767	35,133.9	606,290	24,478.4	271,843	10,423.6	24,615	1,040.9
September.....	6,655,045	288,056.2	3,700,081	188,088.7	1,000,000	27,111.1	1,143,111	35,366.7	621,711	24,755.6	274,611	10,511.1	24,731	1,046.1
October.....	6,719,302	290,728.4	3,760,981	190,088.7	1,014,035	27,388.8	1,157,936	35,600.0	636,616	25,033.3	277,466	10,598.3	24,846	1,051.6
<b>Monthly benefits awarded in October 1954.....</b>														
	107,301	5,719.9	54,287	3,638.9	18,718	647.8	16,378	588.8	12,082	551.7	5,579	278.8	257	13.9

<sup>1</sup> Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount that is less than the current month's benefit.

<sup>2</sup> Total amount partly estimated; distribution by type of benefit not yet available.

**Table 6.—Old-age and survivors insurance: Number of monthly benefits awarded, for selected types of benefit, 1950–54**

[Corrected to Dec. 9, 1954]

Year and quarter	Wife's or husband's				Child's			Widow's or widower's			Mother's		
	Total	Wife aged 65 or over	Husband	Wife under age 65	Total	Children of retired workers	Children of deceased workers	Total	Widow	Widower	Total	Widowed mother	Divorced wife
<b>Calendar year:</b>													
1950.....	162,768	152,310	812	9,646	122,641	25,495	97,146	66,735	66,672	63	41,101	41,089	12
1951.....	228,887	193,966	3,077	31,844	230,500	40,958	189,542	89,591	89,324	267	78,323	78,181	142
1952.....	177,707	161,985	2,007	13,715	183,345	24,695	158,650	92,302	91,992	310	64,875	64,776	99
1953.....	246,856	225,617	2,992	18,247	212,178	33,868	178,310	112,866	112,467	399	71,945	71,861	84
<b>1950</b>													
January–March.....	30,492	30,492	—	—	30,762	4,054	26,708	18,194	18,194	—	11,183	11,183	—
April–June.....	28,444	28,444	—	—	28,786	3,713	25,073	17,893	17,893	—	10,425	10,425	—
July–September.....	26,517	26,222	11	284	24,877	3,005	21,872	15,497	15,494	3	9,056	9,056	0
October–December.....	77,315	67,152	801	9,362	38,216	14,723	23,493	15,151	15,091	60	10,437	10,425	12
<b>1951</b>													
January–March.....	76,352	65,210	1,227	9,915	65,399	14,511	50,888	23,842	23,766	76	21,668	21,642	26
April–June.....	62,926	49,709	835	12,382	64,245	11,115	53,130	22,871	22,801	70	22,600	22,532	48
July–September.....	51,237	44,559	610	6,068	54,589	9,110	45,479	21,631	21,577	54	18,293	18,262	31
October–December.....	38,372	34,488	405	3,479	46,267	6,222	40,045	21,247	21,180	67	15,762	15,725	37
<b>1952</b>													
January–March.....	37,791	34,081	338	3,372	48,924	5,894	43,030	24,993	24,911	82	17,602	17,569	33
April–June.....	30,994	27,964	312	2,718	46,369	5,244	41,125	23,698	23,608	90	16,736	16,709	27
July–September.....	83,600	49,460	579	3,561	38,578	6,148	32,430	19,648	19,591	57	13,418	13,403	15
October–December.....	54,322	50,480	778	4,064	49,474	7,409	42,065	23,963	23,882	81	17,119	17,095	24
<b>1953</b>													
January–March.....	66,865	61,646	760	4,459	51,041	8,170	42,871	27,698	27,608	90	17,497	17,483	14
April–June.....	70,609	64,440	929	5,240	58,878	9,811	49,067	30,144	30,037	107	19,702	19,677	25
July–September.....	56,687	51,620	718	4,349	50,993	7,827	43,166	26,988	26,877	111	17,453	17,433	20
October–December.....	52,695	47,911	585	4,199	51,266	8,060	43,206	28,036	27,945	91	17,293	17,268	25
<b>1954</b>													
January–March.....	59,037	53,539	626	4,872	52,287	8,922	43,365	29,091	29,003	88	17,634	17,617	17
April–June.....	64,266	58,106	768	5,392	56,167	10,224	45,943	31,480	31,366	114	18,464	18,448	16

**Table 7.—Old-age and survivors insurance: Number of monthly benefits awarded, by type of benefit, number of lump-sum death payments awarded, and number of deceased workers represented for the first time in awards of lump-sum death payments, 1940-54**

[Corrected to Dec. 10, 1954]

Year and quarter <sup>1</sup>	Monthly benefits							Lump-sum awards <sup>2</sup>	
	Total	Old-age	Wife's or husband's	Child's	Widow's or widower's	Mother's	Parent's	Number of payments	Number of deceased workers
1940.....	254,984	132,335	34,555	50,382	4,600	23,260	852	75,095	61,080
1941.....	269,286	114,660	36,213	75,619	11,020	30,502	1,272	117,303	90,941
1942.....	258,116	99,622	33,250	77,384	14,774	31,820	1,266	134,991	103,332
1943.....	262,865	89,070	31,916	85,619	19,576	35,420	1,264	163,011	122,185
1944.....	318,949	110,097	40,349	99,676	24,759	42,649	1,419	205,177	151,889
1945.....	462,463	185,174	63,068	127,514	29,844	55,108	1,755	247,012	178,813
1946.....	547,150	258,980	88,515	114,875	38,823	44,190	1,767	250,706	179,588
1947.....	572,909	271,488	94,189	115,754	45,249	42,807	3,422	218,787	181,992
1948.....	596,201	275,903	98,554	118,955	55,667	44,276	2,846	213,096	200,090
1949.....	682,241	337,273	117,356	118,922	62,928	43,087	2,675	212,614	202,154
1950.....	962,628	567,131	162,768	122,641	66,735	41,101	2,252	209,960	200,411
1951.....	1,336,432	702,984	228,887	230,500	89,591	78,323	6,147	431,229	414,470
1952.....	1,053,303	531,206	177,707	183,345	92,302	64,875	3,868	456,531	437,896
1953.....	1,419,462	771,671	246,856	212,178	112,866	71,945	3,946	532,846	511,986
1951									
January-March.....	436,754	248,230	76,352	65,399	23,842	21,668	1,263	114,657	111,218
April-June.....	361,787	187,406	62,926	64,245	22,571	22,600	1,739	112,912	108,475
July-September.....	308,470	160,815	51,237	54,589	21,631	18,293	1,905	103,943	90,544
October-December.....	229,421	106,533	38,372	46,267	21,247	15,762	1,240	99,717	95,233
1952									
January-March.....	237,941	107,497	37,791	48,924	24,993	17,602	1,134	122,712	118,059
April-June.....	203,357	84,464	30,994	46,369	23,698	16,736	1,096	118,607	113,792
July-September.....	291,437	165,438	53,600	38,578	19,648	13,418	755	98,109	93,066
October-December.....	320,568	173,807	55,322	49,474	23,963	17,119	883	117,103	112,979
1953									
January-March.....	370,800	206,775	66,868	51,041	27,700	17,496	920	127,557	122,779
April-June.....	402,570	222,130	70,609	58,877	30,146	19,701	1,107	147,502	141,611
July-September.....	331,370	178,283	56,684	50,903	26,987	17,456	967	127,877	122,604
October-December.....	314,722	164,483	52,695	51,267	28,033	17,292	952	129,910	124,902
1954									
January-March.....	346,440	187,531	59,038	52,256	29,092	17,633	890	136,587	131,749
April-June.....	380,542	209,200	64,268	56,165	31,481	18,464	964	145,660	140,211
July-September.....	326,141	176,193	55,492	49,216	28,174	16,268	798	127,417	122,338

<sup>1</sup> Quarterly data for 1940-44 were presented in the *Bulletin* for February 1947, p. 29; for 1945-48, in the *Bulletin* for February 1949, p. 29; for 1949-50, in the *Bulletin* for March 1953, p. 30.

<sup>2</sup> Effective Sept. 1, 1950, a lump-sum death payment is payable with respect to every insured individual who dies after August 1950.

**Table 8.—Employment security: Selected data on nonfarm placements and unemployment insurance claims and benefits, by State, October 1954**

[Corrected to Nov. 22, 1954]

Region and State	Nonfarm place- ments	Initial claims <sup>1</sup>		Weeks of unemploy- ment covered by continued claims		Compensated unemployment					Average weekly insured unem- ployment under State programs <sup>2</sup>
		Total	Women	Total	Women	All types of unemployment <sup>3</sup>			Total unemployment		
						Weeks compen- sated	Benefits paid <sup>4</sup>	Average weekly number of benefi- ciaries	Weeks compen- sated	Average weekly payment	
<b>Total.....</b>	<b>486,914</b>	<b>1,099,445</b>	<b>376,173</b>	<b>6,230,589</b>	<b>2,277,964</b>	<b>5,457,178</b>	<b>\$135,298,539</b>	<b>1,299,328</b>	<b>5,011,937</b>	<b>\$25.72</b>	<b>* 1,465,777</b>
<b>Region I:</b>											
Connecticut.....	8,583	18,429	8,927	105,015	55,682	97,061	2,580,845	23,110	89,717	27.65	26,230
Maine.....	1,763	7,171	3,303	32,075	18,783	27,546	491,073	6,559	21,124	20.11	8,181
Massachusetts.....	16,419	45,447	22,386	238,944	113,429	219,855	5,404,488	52,346	198,381	25.24	56,742
New Hampshire.....	1,276	6,125	3,508	40,923	25,688	35,706	673,268	8,501	26,655	21.30	9,810
Rhode Island.....	2,117	10,450	5,289	58,177	27,923	50,624	1,145,700	12,053	45,499	23.69	13,487
Vermont.....	1,187	1,716	608	12,662	6,352	11,794	257,891	2,808	10,650	22.95	3,126
<b>Region II:</b>											
New Jersey.....	10,419	60,603	31,297	296,377	142,200	288,123	8,010,795	68,601	259,014	28.63	70,834
New York.....	64,269	203,029	86,782	767,002	321,143	696,092	18,057,387	165,736	620,861	27.43	184,548
Puerto Rico.....	2,342	88	16	277	44						
Virgin Islands.....	189	1	0	4	0						
<b>Region III:</b>											
Delaware.....	779	1,991	735	12,380	4,452	10,734	225,929	2,556	10,292	21.88	2,929
District of Columbia.....	2,909	3,247	940	17,519	6,587	15,249	280,904	3,631	14,923	18.53	4,195
Maryland.....	5,566	16,177	5,222	91,644	27,369	83,458	2,129,630	19,871	76,224	26.47	20,473
North Carolina.....	17,760	20,685	10,825	122,337	60,809	109,722	1,898,554	26,124	99,569	18.07	28,585
Pennsylvania.....	16,283	136,454	37,596	805,803	229,447	746,596	19,195,478	177,761	683,126	26.86	190,532
Virginia.....	7,225	8,513	3,030	54,917	19,058	46,278	921,102	11,019	43,738	20.44	12,940
West Virginia.....	1,435	11,484	1,010	124,004	14,696	103,383	2,391,145	24,615	97,594	23.65	29,372
<b>Region IV:</b>											
Alabama.....	8,975	13,641	2,613	95,049	21,726	68,055	1,232,772	16,204	64,800	18.47	22,624
Florida.....	16,213	12,375	4,896	83,931	41,902	68,683	1,189,018	16,353	63,868	17.70	19,695
Georgia.....	11,593	13,825	5,377	98,477	44,528	77,301	1,490,721	18,405	72,021	19.75	22,138
Mississippi.....	8,890	7,612	2,051	42,402	13,125	28,394	540,298	6,760	25,295	19.84	10,187
South Carolina.....	7,792	9,369	3,391	60,373	27,925	51,394	925,514	12,237	48,090	18.54	14,101
Tennessee.....	9,356	16,112	5,722	153,278	64,570	131,207	2,481,991	31,240	122,295	19.25	37,396
<b>Region V:</b>											
Kentucky.....	6,033	14,601	4,103	145,050	39,679	123,079	2,662,893	29,305	115,201	22.22	34,926
Michigan.....	13,495	77,789	12,097	569,305	129,262	497,032	16,019,277	118,341	483,911	32.67	121,563
Ohio.....	21,700	48,113	12,307	336,689	107,932	307,343	8,626,453	73,177	290,372	28.67	79,159
<b>Region VI:</b>											
Illinois.....	16,482	56,798	19,338	428,098	176,103	358,163	8,670,639	85,277	320,492	25.64	101,906
Indiana.....	8,678	25,557	7,501	152,557	47,869	141,549	3,456,089	33,702	131,228	25.19	34,610
Minnesota.....	9,021	11,750	2,801	66,096	23,919	54,135	1,231,807	12,889	51,036	23.16	15,988
Wisconsin.....	6,729	15,522	4,513	97,957	30,297	87,505	2,503,179	20,835	79,392	29.24	23,635
<b>Region VII:</b>											
Iowa.....	7,426	4,925	1,573	21,659	9,864	17,546	364,318	4,178	15,437	21.90	5,254
Kansas.....	8,832	5,601	1,647	31,564	13,143	28,193	651,108	6,713	26,228	23.73	7,210
Missouri.....	6,786	24,342	7,790	162,596	71,787	136,443	2,738,541	32,486	119,657	21.60	39,545
Nebraska.....	5,175	1,906	709	8,135	4,335	7,831	174,578	1,865	7,393	22.95	1,974
North Dakota.....	2,767	506	98	1,412	577	1,289	28,497	307	981	24.20	430
South Dakota.....	1,790	576	122	1,695	725	1,298	27,349	309	1,141	22.13	435
<b>Region VIII:</b>											
Arkansas.....	7,619	9,096	2,552	41,446	12,205	25,666	449,034	6,111	23,206	18.18	10,416
Louisiana.....	8,545	12,133	1,932	64,954	13,108	55,092	1,205,693	13,117	50,912	22.60	15,484
Oklahoma.....	12,577	8,396	1,852	43,615	13,682	36,254	845,831	8,632	33,670	24.08	10,501
Texas.....	45,398	17,160	4,300	99,724	33,296	73,751	1,307,200	17,560	70,947	18.02	23,601
<b>Region IX:</b>											
Colorado.....	6,450	2,964	908	9,982	3,592	6,836	168,976	1,628	6,211	25.49	2,534
Montana.....	2,843	2,050	469	9,781	2,784	7,656	160,619	1,823	7,656	20.86	2,213
New Mexico.....	2,920	2,210	379	9,553	2,378	9,733	233,372	2,317	9,073	24.48	2,416
Utah.....	3,203	2,157	751	10,970	5,133	8,991	214,939	2,141	8,052	24.83	2,701
Wyoming.....	1,422	792	192	2,743	1,051	2,737	72,217	652	2,458	27.25	696
<b>Region X:</b>											
Arizona.....	4,185	3,755	985	17,938	5,996	12,677	264,623	3,018	11,958	21.20	4,272
California.....	31,660	83,381	29,916	384,205	163,598	321,407	7,785,516	76,525	293,774	25.15	91,711
Hawaii.....	857	1,955	777	13,768	5,030	11,501	238,119	2,738	10,302	21.66	( <sup>5</sup> )
Nevada.....	2,042	1,978	422	6,902	2,440	5,979	177,209	1,424	5,581	30.27	1,634
<b>Region XI:</b>											
Alaska.....	656	2,411	404	9,686	3,161	7,581	203,984	1,805	7,358	26.63	( <sup>5</sup> )
Idaho.....	3,835	1,670	422	7,425	3,520	5,818	126,856	1,385	5,470	22.17	1,918
Oregon.....	6,374	13,746	4,378	57,384	24,523	49,297	1,068,938	11,737	45,998	22.33	14,411
Washington.....	8,074	21,091	5,411	104,130	33,537	87,541	2,096,182	20,843	83,106	23.73	26,512

<sup>1</sup> Total excludes transitional claims.

<sup>2</sup> Total, part-total, and partial.

<sup>3</sup> Not adjusted for voided benefit checks and transfers under interstate combined-wage plan.

<sup>4</sup> Excludes Alaska and Hawaii.

<sup>5</sup> Data not available.

Source: Department of Labor, Bureau of Employment Security, and affiliated State agencies.



**Table 9.—Public assistance in the United States, by month, October 1953–October 1954<sup>1</sup>**

[Except for general assistance, includes vendor payments for medical care and cases receiving only such payments]

Year and month	Total <sup>1</sup>	Old-age assistance	Aid to dependent children			Aid to the blind	Aid to the permanently and totally disabled	General assistance <sup>4</sup>	Total	Old-age assistance	Aid to dependent children (families)	Aid to the blind	Aid to the permanently and totally disabled	General assistance <sup>4</sup>
			Families	Recipients										
				Total <sup>2</sup>	Children									

1953	Number of recipients								Percentage change from previous month					
October.....		2,595,365	543,872	1,923,693	1,448,885	99,633	190,327	240,000	-----	( <sup>5</sup> )	-0.7	+0.2	+1.6	+0.3
November.....		2,591,370	542,119	1,918,180	1,445,173	99,658	192,524	246,000	-----	( <sup>5</sup> )	-0.2	-0.3	+1.2	+2.4
December.....		2,591,018	548,118	1,942,381	1,464,454	99,827	195,111	270,000	-----	( <sup>5</sup> )	+1.1	+0.2	+1.3	+9.9
1954														
January.....		2,585,146	552,852	1,964,661	1,479,158	99,732	198,247	297,000	-----	-0.2	+0.9	-0.1	+1.6	+10.1
February.....		2,578,293	560,556	1,995,673	1,503,677	99,605	200,030	312,000	-----	-0.3	+1.4	-0.1	+0.9	+5.0
March.....		2,582,057	569,537	2,030,505	1,530,070	99,934	202,758	326,000	-----	+0.1	+1.6	+0.3	+1.4	+4.5
April.....		2,583,201	575,484	2,053,918	1,547,730	100,295	205,453	318,000	-----	( <sup>5</sup> )	+1.0	+0.4	+1.3	-2.4
May.....		2,582,919	579,954	2,070,859	1,560,881	100,646	208,407	304,000	-----	( <sup>5</sup> )	+0.8	+0.3	+1.4	-4.6
June.....		2,582,403	581,895	2,079,369	1,566,643	100,928	211,741	299,000	-----	( <sup>5</sup> )	+0.3	+0.3	+1.6	-1.6
July.....		2,579,228	581,179	2,078,251	1,565,887	101,229	214,829	297,000	-----	-0.1	-0.1	+0.3	+1.5	-0.6
August.....		2,578,682	584,715	2,093,489	1,577,953	101,456	217,432	303,000	-----	( <sup>5</sup> )	+0.6	+0.2	+1.2	+2.0
September.....		2,578,207	588,088	2,109,981	1,590,409	101,759	219,752	308,000	-----	( <sup>5</sup> )	+0.6	+0.3	+1.1	+1.7
October.....		2,569,602	590,979	2,121,887	1,599,742	101,956	221,280	310,000	-----	-0.3	+0.5	+0.2	+0.7	+0.8
1953	Amount of assistance								Percentage change from previous month					
October.....	\$209,129,000	\$131,935,869	\$45,422,778		\$5,518,898	\$10,086,901	\$11,601,000	+0.4	+0.3	-0.1	+0.6	+2.2	+2.0	
November.....	\$209,857,000	\$132,339,340	\$45,239,477		\$5,518,268	\$10,213,434	\$11,874,000	+0.3	+0.3	+0.4	( <sup>5</sup> )	+1.3	+2.4	
December.....	\$214,225,000	\$133,428,665	\$46,164,860		\$5,557,113	\$10,426,069	\$13,638,000	+2.1	+0.8	+2.0	+0.7	+2.1	+14.9	
1954														
January.....	\$215,228,000	\$132,715,335	\$46,622,721		\$5,543,064	\$10,541,919	\$14,939,000	+0.5	-0.5	+1.0	-0.3	+1.1	+9.5	
February.....	\$216,536,000	\$132,135,263	\$47,420,169		\$5,551,002	\$10,699,610	\$15,871,000	+0.6	-0.4	+1.7	+0.1	+1.5	+6.2	
March.....	\$219,802,000	\$132,619,452	\$48,392,469		\$5,575,675	\$10,850,504	\$17,101,000	+1.5	+0.4	+2.1	+0.4	+1.4	+7.8	
April.....	\$219,996,000	\$132,610,726	\$48,868,806		\$5,598,300	\$11,043,200	\$16,599,000	+0.1	( <sup>5</sup> )	+1.0	+0.4	+1.8	-2.9	
May.....	\$219,891,000	\$132,747,559	\$49,304,380		\$5,621,118	\$11,164,649	\$15,511,000	( <sup>5</sup> )	+0.1	+0.9	+0.4	+1.1	-6.6	
June.....	\$220,012,000	\$132,859,663	\$49,507,880		\$5,631,364	\$11,330,308	\$15,418,000	+0.1	+0.1	+0.4	+0.2	+1.5	-0.6	
July.....	\$219,998,000	\$132,737,720	\$49,550,875		\$5,675,355	\$11,552,274	\$15,483,000	( <sup>5</sup> )	-0.1	+0.1	+0.8	+2.0	+0.4	
August.....	\$220,879,000	\$132,934,770	\$49,743,774		\$5,675,905	\$11,638,641	\$15,887,000	+0.4	+0.1	+0.4	( <sup>5</sup> )	+0.7	+2.6	
September.....	\$222,821,000	\$133,470,469	\$50,293,374		\$5,704,478	\$11,805,299	\$16,544,000	+0.9	+0.4	+1.1	+0.5	+1.4	+4.1	
October.....	\$222,667,000	\$132,410,228	\$50,775,470		\$5,732,141	\$12,037,489	\$16,910,000	-0.1	-0.8	+1.0	+0.5	+2.0	+2.2	

<sup>1</sup> For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

<sup>2</sup> Total exceeds sum of columns because of inclusion of vendor payments for medical care from general assistance funds, from special medical funds, and, for one State for October 1953–June 1954, from funds for the special types of public assistance; data for such expenditures partly estimated for some States.

<sup>3</sup> Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.

<sup>4</sup> Through December 1953 excludes Nebraska; data not available. Percentage changes through January 1954 based on data for 52 States.

<sup>5</sup> Decrease of less than 0.05 percent.

<sup>6</sup> Increase of less than 0.05 percent.

<sup>7</sup> For Illinois includes premiums paid into pooled fund for medical care but excludes vendor payments made for medical services provided before the pooled fund plan began in August.

Table 10.—Amount of vendor payments for medical care for recipients of public assistance, by program and State, October 1954<sup>1</sup>

State	Old-age assistance	Aid to dependent children	Aid to the blind	Aid to the permanently and totally disabled	General assistance <sup>2</sup>
Total.....	\$8,185,698	\$1,334,992	\$216,319	\$1,521,108	<sup>3</sup> \$4,802,000
Alabama.....	526	718	8	218	105
Alaska.....				( <sup>4</sup> )	16,523
California.....				( <sup>4</sup> )	82,14
Connecticut.....	234,654	82,188	3,344	29,421	( <sup>4</sup> )
Delaware.....					56
Hawaii.....	14,672	11,622	535	10,497	( <sup>4</sup> )
Illinois.....	1,639,443	185,618	43,426	220,130	429,486
Indiana.....	368,385	57,075	17,190	( <sup>4</sup> )	170,292
Iowa.....				( <sup>4</sup> )	160,548
Kansas.....	168,435	53,546	2,771	24,514	37,639
Louisiana.....	28	3,536	283	1,214	1,065
Maine.....				( <sup>4</sup> )	42,453
Massachusetts.....	1,679,301	104,221	791	392,113	125,965
Michigan.....	126,170		1,972	21,429	79,179
Minnesota.....	1,050,757	85,484	29,067	3,662	154,714
Montana.....				( <sup>4</sup> )	150,767
Nebraska.....				( <sup>4</sup> )	134,673
Nevada.....	5,143			( <sup>4</sup> )	63,715
New Hampshire.....	78,324	14,161	2,475	4,140	( <sup>4</sup> )
New Jersey.....		8,544			147,990
New Mexico.....	27,160	12,632	1,674	3,141	3,732
New York.....	1,896,113	540,260	68,705	707,044	( <sup>4</sup> )
North Carolina.....	15,420	8,129		4,684	154,566
North Dakota.....	57,954	8,025	455	8,519	15,085
Ohio.....	194,427	13,471	5,515		735,163
Oregon.....					147,223
Pennsylvania.....	158,708	108,907	27,241	44,891	68,455
Rhode Island.....	55,089	23,107	1,303	15,109	33,307
South Carolina.....					12,338
South Dakota.....					67,259
Utah.....	1,232	672	200	509	285
Virgin Islands.....	96	45	3	31	51
Virginia.....					6,520
Wisconsin.....	419,682	83,091	9,421	50,042	97,217
Wyoming.....					11,917

<sup>1</sup> For the special types of public assistance, figures in italics represent payments made without Federal participation. States not shown made no vendor payments during the month or did not report such payments.

<sup>2</sup> In all States except California, Illinois, Kansas, Louisiana, Massachusetts, Nevada, New Jersey, Pennsylvania, Utah, and the Virgin Islands includes payments made on behalf of recipients of the special types of public assistance.

<sup>3</sup> Includes an estimated amount for States making vendor payments for medical care from general assistance funds and from special medical funds and reporting these data semiannually but not on a monthly basis.

<sup>4</sup> No program for aid to the permanently and totally disabled.

<sup>5</sup> Data not available.

#### RECENT PUBLICATIONS (Continued from page 23)

*The Encyclopedia of Child Care and Guidance.* Sidonie Matsner Gruenberg, editor. Garden City, N. Y.: Doubleday & Co., 1954. 1,016 pp. \$7.50.

GLICKMAN, ESTHER. "Treatment of the Child and His Family after Placement." *Social Service Review*, Chicago, Vol. 28, Sept. 1954, pp. 279-289. \$1.75.

HAYES, E. NELSON. *Directory for Exceptional Children.* Boston: Porter Sargent Publishers, 1954. 96 pp. \$2.20.

Information on schools, services, and other facilities.

KENNEY, JOHN P., and PURSUIT, DAN G. *Police Work with Juveniles.* Springfield, Ill.: Charles C. Thomas, Publisher, 1954. 371 pp. \$7.75.

Tells how to organize and administer a police-juvenile program, how to individualize each case, and how to prevent and control delinquency

through cooperation with community resources.

KING, CHARLES E. "Community Factors in Juvenile Delinquency." *Sociology and Social Research*, Los Angeles, Vol. 39, Sept.-Oct. 1954, pp. 18-21. 70 cents.

LOUISIANA YOUTH COMMISSION and TULANE UNIVERSITY SCHOOL OF SOCIAL WORK. *Social and Economic Adjustment of Mentally Retarded Individuals.* Baton Rouge: The Commission, 1954. 72 pp.

A study of 111 persons with intelligence quotients below 50, focused primarily on their family, community, economic, and marital adjustment.

MILLER, CLARA. "The Agency Owned Foster Home." *Child Welfare*, New York, Vol. 33, Nov. 1954, pp. 9-11 f. 35 cents.

Setting up a residential foster home for a small group of children.

PENNSYLVANIA. UNIVERSITY. INSTITUTE OF LOCAL AND STATE GOVERNMENT. GOVERNMENT CONSULTING SERVICE.

*Summary Report: Survey of Pennsylvania Training Schools for Juvenile Delinquents.* Philadelphia: The Institute, 1954. 83 pp. Processed.

A survey designed to evaluate the program and the institutions on a State-wide basis, with a view to determining the major problem areas in the program of institutional care and treatment of juvenile delinquents.

RALL, MARY E. "The Casework Process in Work with the Child and the Family in the Child's Own Home." *Social Service Review*, Chicago, Vol. 28, Sept. 1954, pp. 270-278. \$1.75.

STALLINGS, HAROLD L., and DRESSLER, DAVID. *Juvenile Officer.* New York: Thomas Y. Crowell Co., 1954. 247 pp. \$3.

A police captain tells about his 15 years of work with juvenile delinquents and gives some case histories.

#### Health and Medical Care

AMERICAN PUBLIC HEALTH ASSOCIATION. COMMITTEE ON ADMINISTRATIVE PRACTICE

Table 11.—Average payments including vendor payments for medical care, average amount of money payments, and average amount of vendor payments for assistance cases, by program and State, October 1954<sup>1</sup>

State	Old-age assistance			Aid to dependent children (per family)			Aid to the blind			Aid to the permanently and totally disabled		
	All assistance <sup>2</sup>	Money payments to recipients <sup>3</sup>	Vendor payments for medical care <sup>4</sup>	All assistance <sup>2</sup>	Money payments to recipients <sup>3</sup>	Vendor payments for medical care <sup>4</sup>	All assistance <sup>2</sup>	Money payments to recipients <sup>3</sup>	Vendor payments for medical care <sup>4</sup>	All assistance <sup>2</sup>	Money payments to recipients <sup>3</sup>	Vendor payments for medical care <sup>4</sup>
Total, 53 States <sup>4</sup>	\$51.53	\$48.56	\$3.19	\$85.92	\$83.65	\$2.34	\$56.22	\$54.27	\$2.12	\$54.40	\$48.06	\$6.87
Alabama	30.16	30.15	.01	42.57	42.53	.04	34.95	34.94	.01	35.60	35.58	.02
Connecticut	82.86	68.86	14.00	134.38	116.38	18.00	92.08	81.08	11.00	106.58	85.58	21.00
Hawaii	43.36	35.51	7.85	91.79	88.00	3.79	50.76	45.76	5.00	57.96	49.41	8.56
Illinois	56.78	41.50	16.61	128.37	119.37	9.05	62.24	50.91	11.96	78.50	41.98	38.16
Indiana	46.86	37.72	9.72	88.65	81.84	6.91	58.18	48.77	9.85	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Kansas	63.59	59.00	4.88	109.81	102.62	7.94	69.26	65.11	4.46	67.04	59.83	7.88
Louisiana	50.63	50.63	( <sup>6</sup> )	64.66	63.85	.21	49.40	49.26	.14	42.36	42.25	.10
Massachusetts	75.41	57.56	18.22	124.69	116.59	8.33	90.68	90.32	.41	92.51	55.37	40.03
Michigan	54.57	53.96	1.64				61.97	61.53	1.09	70.71	69.33	10.36
Minnesota	63.96	44.36	20.11	117.00	106.08	11.48	77.49	54.86	23.84	54.25	47.99	7.31
Nevada	56.36	54.98	1.94							( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
New Hampshire	58.70	46.88	12.00	124.82	113.49	13.50	62.48	53.68	9.00	70.99	51.24	20.00
New Jersey				115.32	113.72	1.60						
New Mexico	46.37	44.14	2.23	73.46	71.58	1.88	46.15	42.33	3.81	39.45	37.77	1.68
New York	76.04	60.69	18.05	136.37	126.77	10.64	83.88	71.38	15.70	82.61	67.03	17.90
North Carolina	31.20	30.90	.30	61.26	60.80	.45				36.81	36.34	.47
North Dakota	62.48	55.59	7.02	116.06	110.66	5.64	57.92	53.82	4.10	73.95	63.82	10.28
Ohio	58.50	56.63	1.87	95.86	94.91	.95	55.92	54.42	1.60			
Pennsylvania	45.79	43.21	2.58	103.80	99.89	3.91	51.09	49.42	1.67	53.73	50.17	3.58
Rhode Island	56.71	51.93	6.53	111.14	104.14	7.00	69.84	64.79	7.20	74.41	66.25	11.62
Utah	59.49	59.36	.13	112.30	112.09	.22	66.32	65.42	.90	64.19	63.89	.30
Virgin Islands	14.00	13.86	.14	23.42	23.29	.27	( <sup>7</sup> )	( <sup>7</sup> )	( <sup>7</sup> )	15.07	14.72	.34
Wisconsin	60.65	51.37	9.57	134.52	124.02	10.57	66.63	58.64	8.04	92.84	66.05	26.57

<sup>1</sup>Averages for general assistance not computed because of difference among States in policy or practice regarding use of general assistance funds to pay medical bills for recipients of the special types of public assistance. Figures in italics represent payments made without Federal participation. States not shown made no vendor payments during the month or did not report such payments.

<sup>2</sup>Averages based on cases receiving money payments, vendor payments for medical care, or both.

<sup>3</sup>Averages based on number of cases receiving payments. See tables 12-15 for average money payments for States not making vendor payments.

<sup>4</sup>For aid to the permanently and totally disabled represents data for the 42 States with programs in operation.

<sup>5</sup>No program for aid to the permanently and totally disabled.

<sup>6</sup>Less than 1 cent.

<sup>7</sup>Average payment not computed on base of less than 50 recipients.

TICE. SUBCOMMITTEE ON MEDICAL CARE. *The Quality of Medical Care: Concepts, Standards, Methods of Evaluation and Improvement*. (Bibliography No. 9.) New Haven, Conn.: The Association, 1954. 38 pp. Processed.  
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BLUESTONE, E. M. "Current Problems in Geriatrics with Special Reference to Medical Care." *Geriatrics*, Minneapolis, Vol. 9, Oct. 1954, pp. 465-471. 75 cents.

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Report IV (1).) Geneva: The Office, 1954. 38 pp. 25 cents.

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Considers scope, benefits, invalidity and survivors pensions, finance, and administration.

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*Safety Legislation*. (Public Health Publication No. 357.) Washington: U. S. Govt. Print. Off., 1954. 315 pp. \$1.25.

U. S. EXECUTIVE OFFICE OF THE PRESIDENT. OFFICE OF DEFENSE MOBILIZATION. HEALTH RESOURCES ADVISORY COMMITTEE. SUBCOMMITTEE ON HOSPITAL SERVICES. *Mobilizing Your Personnel Resources for Better Patient Care*. Washington: U. S. Govt. Print. Off., 1954. 54 pp. 40 cents.

"Outlines principles and methods of inculcating leadership skills in supervisors and training personnel to give better service to the patient."



**Table 12.—Old-age assistance: Recipients and payments to recipients, by State, October 1954<sup>1</sup>**

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	September 1954 in—		October 1953 in—	
				Number	Amount	Number	Amount
<b>Total<sup>2</sup></b>	<b>2,509,602</b>	<b>\$132,410,228</b>	<b>\$51.53</b>	<b>+0.3</b>	<b>+0.8</b>	<b>-1.0</b>	<b>+0.4</b>
Ala.	63,292	1,908,990	30.16	-7	-8	-5.7	+3.5
Alaska	1,667	105,623	63.36	+2	+6	+1.1	+7.8
Ark.	13,884	771,133	55.54	-5	-1.6	-3	-1.1
Calif.	52,656	1,775,033	33.71	-3	-6	-4.0	+2.0
Calif. <sup>3</sup>	271,432	18,343,683	67.58	-2	-2.1	+1	-2.3
Colo.	52,590	4,252,659	80.86	+2	-1.4	+4	+3.6
Conn.	16,761	1,388,836	82.86	-5	-8	+2.6	+6.4
Del.	1,703	67,432	39.60	+3	+9	+1.6	+2.7
D. C.	3,625	159,033	52.57	+3	-1.2	+10.7	+8.4
Fla.	69,252	3,168,150	45.75	-1	-1.5	+3.1	+5.0
Ga.	97,143	3,629,506	37.36	-8	-1.1	+1.6	+3.0
Hawaii	1,869	81,037	43.36	-1.6	-1.9	-3.4	+4.8
Idaho	8,875	483,563	54.49	-6	-2.1	-8	-1.4
Ill.	98,675	5,602,423	56.78	-1.2	-2	-5.3	-2.2
Ind.	37,914	1,776,598	46.86	-7	-1.1	-3.9	-6
Iowa	42,861	2,429,311	56.68	-2	-1.5	-4.2	-4.3
Kans.	34,545	2,196,843	63.59	-1	-1.2	-1.5	-2
Ky.	56,012	1,968,708	35.15	+2	+3	+7	+1.4
La.	119,708	6,060,718	50.63	-1	-1.2	-1	-1.0
Maine	12,668	600,062	47.37	-3	-2	-2.9	-9
Md.	10,674	475,881	44.55	-3	-1.3	-3	+1.9
Mass.	92,153	6,949,019	75.41	-3	-6	-2.8	-8
Mich.	77,141	4,209,824	54.57	-1	+6	-5.7	-1.9
Minn.	52,258	3,342,343	63.96	-3	-2.0	-1.6	+3.8
Miss.	67,488	1,895,144	28.08	+1	+6.4	+7.3	+6.9
Mo.	133,208	6,678,056	50.13	+2	+2	+1.1	+1.2
Mont.	9,385	539,342	57.47	-3	-1.7	-5.3	-6.6
Nebr. <sup>4</sup>	18,236	905,457	49.65	-4	-1.3	-2.9	-15.0
Nev.	2,648	149,253	56.36	-1	-2.1	-3	-1.1
N. H.	6,527	383,112	58.70	-1.3	-1.8	-5.0	-3.9
N. J.	20,697	1,353,949	65.42	-4	-1.6	-2.2	+7.0
N. Mex.	12,170	564,332	46.37	+7	+6	+7.9	+7.0
N. Y.	105,057	7,988,017	76.04	-2	+1.5	-3.6	+2.4
N. C.	51,693	1,612,602	31.20	-2	+1	+2.1	+5.3
N. Dak.	8,256	515,797	62.48	+1	+5	-2.3	+7.2
Ohio	103,993	6,083,894	58.50	-1	-4	-3.3	+5.4
Okla.	95,194	5,426,332	57.00	+1	-1.2	+3	-1.1
Oreg.	20,339	1,308,154	64.32	-5	-1.4	-3.0	-2.2
Pa.	59,206	2,711,197	45.79	-1.3	-1.1	-5.5	+5
P. R.	45,024	349,477	7.76	( <sup>5</sup> )	+1	+1.4	+3.0
R. I.	8,436	478,387	56.71	-1.7	-2.9	-5.5	-3.4
S. C.	42,944	1,364,139	31.77	-3	-2	+1.6	+2.7
S. Dak.	11,024	490,588	44.50	-1	-1.1	-2.3	-2.6
Tenn.	68,985	2,434,945	35.76	-2	-8	+4.9	+3.9
Tex.	221,265	8,546,810	38.63	-7	-1.4	+5	+6
Utah	9,525	566,623	59.49	-2	-1.1	+1	-3
Vt.	6,831	302,116	44.23	-5	-2.1	-1.4	( <sup>5</sup> )
V. I.	668	9,353	14.00	-1	-6	-2.3	+22.5
Va.	17,336	509,371	29.38	-4	-7	+1	+6.0
Wash.	60,877	3,735,566	61.36	-9	-2.8	-4.0	-5.7
W. Va.	25,839	802,249	31.05	-4	-6	-2.0	+8.2
Wis.	44,905	2,717,610	60.65	-1.0	-2.1	-6.7	-2.3
Wyo.	4,668	241,967	59.48	+4	+3	+6	+1

<sup>1</sup> For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

<sup>2</sup> Includes 3,994 recipients aged 60-64 in Colorado and payments of \$353,447 to these recipients. Such payments are made without Federal participation.

<sup>3</sup> In addition to these payments from old-age assistance funds, supplemental payments of \$99,482 from general assistance funds were made to recipients for medical care.

<sup>4</sup> Increase of less than 0.05 percent.

<sup>5</sup> Decrease of less than 0.05 percent.

**Table 13.—Aid to the blind: Recipients and payments to recipients, by State, October 1954<sup>1</sup>**

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	September 1954 in—		October 1953 in—	
				Number	Amount	Number	Amount
<b>Total<sup>2</sup></b>	<b>101,956</b>	<b>\$5,732,141</b>	<b>\$56.22</b>	<b>+0.2</b>	<b>+0.5</b>	<b>+2.3</b>	<b>+3.9</b>
Ala.	1,538	53,750	34.95	+1.4	+37.8	+2.4	+28.3
Alaska	59	3,032	51.39	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Ark.	716	45,048	62.92	-4	-1	+2.7	+3.1
Ark.	1,926	78,000	40.50	+2	+2	+8	+6.2
Calif. <sup>3</sup>	12,331	1,045,032	84.75	+2	-4	+3.1	+2.2
Colo.	337	22,652	67.22	0	-5	-1.5	+9
Conn.	304	27,993	92.08	+3	-8	-7	-3.9
Del.	206	12,459	60.48	-2.4	-2.9	-8.8	+3.9
D. C.	261	15,302	58.63	+3.2	+3.6	+4.4	+10.1
Fla.	2,900	141,443	48.77	-2	-7	-5.3	-4.6
Ga.	3,261	139,301	42.72	-2	-4	+4.2	+5.8
Hawaii	107	5,431	50.76	-9	-2.6	-3.6	+6.7
Idaho	191	11,488	60.15	-1.0	-7	-1.0	+1.0
Ill.	3,632	226,039	62.24	-4	+6	-3.0	-2.1
Ind.	1,745	101,517	58.18	+2	( <sup>5</sup> )	+4.7	+17.1
Iowa	1,407	102,520	72.86	-4	-6	+5.0	+5.5
Kans.	621	43,009	69.26	-3	+3	+3.2	+1.1
Ky.	2,835	104,645	36.91	+1.0	+1.0	+10.7	+10.7
La.	2,004	99,003	49.40	+1	+8	+1.2	+3.9
Maine	544	27,686	50.89	+2	+1	-9	+3
Md.	475	24,299	51.16	+8	+1.0	+2.8	+4.3
Mass.	1,775	160,958	90.68	-3	-1.5	+3.2	+8.1
Mich.	1,806	111,922	61.97	+5	+1.2	+2.7	+5.1
Minn.	1,219	94,465	77.49	-2	-6	+1.5	+6.4
Miss.	3,350	114,644	34.22	+2	+8.2	+7.6	+7.9
Mo.	3,910	215,050	55.00	+7	+7	+7.6	+7.6
Mont.	453	28,876	63.74	0	+2	-6.0	-7.7
Nebr. <sup>4</sup>	716	41,006	57.27	-1.8	-1.5	-1.1	-16.0
Nev.	96	7,038	73.31	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
N. H.	275	17,183	62.48	-1.1	-3.1	-5.8	-4.4
N. J.	851	57,569	67.65	+5	-6	+3.7	+11.5
N. Mex.	439	20,258	46.15	-9	-3	+2.1	+4.9
N. Y.	4,377	367,145	83.88	+1	+5	+1.2	+4.5
N. C.	4,760	191,783	40.29	-2	( <sup>5</sup> )	+2.9	+4.3
N. Dak.	111	6,429	57.92	+1.8	-2.2	-1.8	+2.1
Ohio	3,688	206,230	55.92	+4	-1	+2.3	+5.9
Okla.	2,068	137,726	66.60	-7	-1.1	-8.9	-7.9
Oreg.	352	26,705	75.87	-1.1	-9	+1.1	+4.0
Pa. <sup>5</sup>	16,328	834,139	51.09	+4	+7	+2.3	+5.4
P. R.	1,405	10,820	7.70	+9	+9	+11.3	+10.8
R. I.	181	12,641	69.84	-1.1	-2.8	-4.2	-5.4
S. C.	1,714	63,723	37.18	+1	+2	+3.9	+4.9
S. Dak.	202	8,658	42.86	0	+7	0	-4
Tenn.	3,225	134,610	41.74	+1	+1	+4.3	+4.9
Tex.	6,335	278,034	43.89	+5	+4	+3.9	+5.3
Utah	223	14,789	66.32	+9	+3.8	+1.8	+5.6
Vt.	160	7,729	48.31	-6	-1.2	-5.3	-4.4
V. I.	36	509	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Va.	1,298	46,169	35.57	-6	-5	-2.8	-2
Wash. <sup>6</sup>	762	59,822	78.51	-7	-2.2	-3.7	-4.3
W. Va.	1,201	43,305	36.06	+1.4	+1.0	+3.6	+12.1
Wis.	1,172	78,092	66.63	+3	+3.5	-3.5	+2.3
Wyo.	68	4,474	65.79	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )

<sup>1</sup> For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

<sup>2</sup> Data include recipients of payments made without Federal participation and payments to these recipients as follows: In California (417 recipients, \$37,019 in payments), in Washington (3 recipients, \$180 in payments), in Missouri (789 recipients, \$43,395 in payments), and in Pennsylvania (7,343 recipients, \$371,709 in payments).

<sup>3</sup> Average payment not computed on base of less than 50 recipients; percentage change, on less than 100 recipients.

<sup>4</sup> Increase of less than 0.05 percent.

<sup>5</sup> In addition to these payments from aid to the blind funds, supplemental payments of \$6,512 from general assistance funds were made to recipients for medical care.

Table 14.—Aid to dependent children: Recipients and payments to recipients, by State, October 1954<sup>1</sup>

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of families	Number of recipients		Payments to recipients			Percentage change from—			
		Total <sup>2</sup>	Children	Total amount	Average per—		September 1954 in—		October 1953 in—	
					Family	Recipient	Number of families	Amount	Number of families	Amount
Total <sup>3</sup>	590,979	2,121,887	1,599,742	\$50,775,470	\$85.92	\$23.93	+0.5	+1.0	+8.7	+11.8
Alabama	16,494	62,898	48,233	702,149	42.57	11.16	-.5	-.6	-2.2	+3.4
Alaska	1,100	3,752	2,758	84,898	77.18	22.63	+2.2	+2.1	+21.3	+32.6
Arizona	4,192	16,124	12,189	380,932	90.87	23.63	-2.8	-6.4	+10.5	+13.0
Arkansas	7,241	27,296	21,044	386,724	53.41	14.17	-3.5	-4.4	-.9	-2.7
California	53,408	178,103	135,750	6,666,470	124.82	37.43	+3	+6	+6.9	+10.9
Colorado	5,772	21,457	16,390	615,086	106.56	28.67	+5	+5	+9.5	+12.3
Connecticut	4,566	14,960	11,085	613,572	134.38	41.01	+5	+1.9	+13.8	+18.2
Delaware	970	3,770	2,881	82,536	85.09	21.89	+4.8	+4.3	+35.1	+32.5
District of Columbia	2,383	9,745	7,591	250,732	105.22	25.73	+8	+5	+13.9	+12.3
Florida	20,469	71,553	54,242	1,113,714	54.41	15.56	+1.3	+1.2	+8.4	+10.2
Georgia	13,547	48,463	37,170	1,003,530	74.08	20.71	+1.7	+1.5	+0.5	+11.5
Hawaii	3,067	11,592	9,168	281,506	91.79	24.28	-1.2	-4.6	+11.4	+13.9
Idaho	1,807	6,371	4,665	223,462	123.66	35.07	-.9	-1.0	+2.4	+5.3
Illinois	20,501	78,354	59,229	2,631,710	128.37	33.59	( <sup>4</sup> )	+9	+3.9	+8.2
Indiana	8,254	29,029	21,575	731,724	88.65	25.21	0	+4	+13.5	+19.1
Iowa	6,512	23,365	17,409	722,984	111.02	30.94	+1	+4	+13.4	+5.3
Kansas	4,226	15,282	11,728	464,037	109.81	30.36	+6	+2	+10.2	+13.6
Kentucky	18,388	64,897	48,260	1,136,514	61.81	17.51	-2	-2	-.2	-.2
Louisiana	17,123	65,341	49,525	1,066,872	64.06	16.79	+9	+1.7	-6.7	-4.9
Maine	4,191	14,603	10,558	346,741	82.73	23.74	+2	+5	+3.9	+4.0
Maryland	6,000	24,121	18,627	567,870	94.64	23.54	+1.2	+2.6	+20.8	+21.6
Massachusetts	12,515	41,665	30,726	1,560,468	124.69	37.45	+1.2	+1.5	+3.4	+7.4
Michigan	19,403	65,998	47,973	2,121,363	109.33	32.14	+1.1	+2.0	+6.6	+14.9
Minnesota	7,449	25,452	19,548	871,570	117.00	34.24	0	+2.2	+8.6	+16.6
Mississippi	15,720	59,569	45,984	410,405	26.11	6.89	+1	+1	+26.7	+18.6
Missouri	21,100	73,522	54,458	1,416,169	67.12	19.26	+5	+8	+4.9	+7.8
Montana	2,211	7,820	5,878	226,050	102.24	28.91	+2	-1	+1.9	+1.8
Nebraska	2,443	8,791	6,574	228,150	93.39	25.95	+1	-3	+2.7	-1.5
Nevada <sup>5</sup>	24	91	67	1,048	( <sup>4</sup> )	11.52	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )
New Hampshire	1,049	3,662	2,606	130,941	124.82	35.76	-1.0	-.4	-7.4	-6.5
New Jersey	5,346	17,856	13,558	616,517	115.32	34.53	+1	-.5	+11.2	+18.5
New Mexico	6,708	24,451	18,787	492,764	73.46	20.18	+3	-.4	+18.8	+19.5
New York	50,754	181,158	132,226	6,921,073	136.37	38.20	+1.2	+2.6	+13.1	+16.9
North Carolina	17,903	67,270	51,290	1,096,662	61.26	16.30	+2.0	+2.3	+9.6	+15.7
North Dakota	1,423	5,241	4,025	165,160	116.06	31.51	-1.0	-1	-.3	+8.4
Ohio <sup>6</sup>	14,172	53,410	40,540	1,358,465	95.86	25.43	+9	+3.8	+13.7	+19.6
Oklahoma	15,110	52,304	38,379	1,113,469	73.69	21.29	-6	-7	-6.0	-3.0
Oregon	3,617	12,877	9,719	449,990	124.41	34.95	+1.1	+1.1	+21.0	+23.6
Pennsylvania	27,864	105,890	80,208	2,892,372	103.80	27.31	+1.1	+1.4	+17.2	+26.1
Puerto Rico	40,981	137,557	105,293	415,152	10.13	3.02	+1.1	+1.4	+15.8	+18.9
Rhode Island	3,301	11,389	8,360	366,874	111.14	32.21	-2	+4	+7.6	+8.9
South Carolina	7,836	29,180	22,483	364,907	46.57	12.51	+1.2	+1.6	+15.7	+20.0
South Dakota	2,793	9,271	7,084	229,738	82.20	24.78	-1.1	-2.0	+3.8	+4.6
Tennessee	22,160	79,816	59,604	1,508,393	68.07	18.90	-3	-.5	+9.7	+10.5
Texas	20,782	81,088	60,587	1,236,871	59.52	15.25	+1.2	+1.0	+19.6	+8.5
Utah	3,110	10,855	8,059	349,260	112.30	32.18	-1.0	-2.4	+10.4	+9.5
Vermont	1,013	3,363	2,674	78,285	77.28	23.28	-8	-.5	+1.6	+4.0
Virgin Islands	167	628	518	3,911	23.42	6.23	-1.2	-.4	-9.2	+37.4
Virginia	8,489	32,746	25,225	558,283	65.77	17.05	-6	-1.6	+13.7	+12.4
Washington	8,490	28,919	21,199	890,768	104.92	30.80	-1.0	-.6	-.6	+2
West Virginia	18,458	69,825	54,339	1,483,812	80.39	21.25	+5	+7	+4.7	+19.2
Wisconsin	7,856	27,268	20,171	1,056,813	134.52	38.76	+3	+1.3	+3.8	+7.6
Wyoming	819	1,879	1,426	56,004	107.91	29.81	+1.4	+2.5	+7.0	+8.1

<sup>1</sup> For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.<sup>2</sup> Includes as recipients the children and 1 parent or other adult relative in families in which the requirements of at least 1 such adult were considered in determining the amount of assistance.<sup>3</sup> Includes program administered without Federal participation in Nevada.<sup>4</sup> Decrease of less than 0.05 percent.<sup>5</sup> Average payment not computed on base of less than 50 families; percentage change, on less than 100 families.<sup>6</sup> In addition to these payments from aid to dependent children funds, supplemental payments of \$47,696 from general assistance funds were made to 1,388 families.OASI CONTRIBUTIONS  
(Continued from page 18)

to branch banks. The Federal Reserve banks deposit with the United States Treasury amounts equal to the payments made by the State and local governments. Subsequently, on a

monthly basis, the Secretary of the Treasury forwards a report of these deposits to the Bureau of Old-Age and Survivors Insurance. These reports are the basis for the data shown in the table. The amounts of payments, as shown, are equivalent to deposits

received by the banks during the specified periods.

The State and local governments, as employers, and the covered employees each made contributions at the rate of 1½ percent of wages paid for all periods through 1953.

**Table 15.—Aid to the permanently and totally disabled: Recipients and payments to recipients, by State, October 1954<sup>1</sup>**

[Includes vendor payments for medical care and cases receiving only such payments]

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	September 1954 in—		October 1953 in—	
				Number	Amount	Number	Amount
Total.....	221,280	\$12,037,489	\$54.40	+0.7	+2.0	+16.3	+19.3
Ala.....	9,056	322,430	35.60	+1.0	+45.2	+9	+31.0
Ark.....	3,928	120,836	30.76	+4.0	+4.1	+108.8	+105.5
Calif.....	4,812	274,613	57.07	+5	+4	+12.1	+13.3
Conn.....	1,401	149,316	106.58	+2.5	+8.2	(?)	(?)
Del.....	176	9,056	51.45	+12.8	+16.0	(?)	(?)
D. C.....	2,126	127,659	60.05	+2.9	+2.6	+36.9	+37.8
Ga.....	7,922	330,755	41.75	+1.4	+1.5	+33.2	+37.6
Hawaii.....	1,227	71,122	57.96	+5	+2	+3.3	+12.9
Idaho.....	1,839	50,745	60.48	+1.4	+1.8	+3.2	+3.2
Ill.....	5,769	452,869	78.50	+4	+6	+13.3	+24.6
Kans.....	3,259	218,476	67.04	+2	+6	+5.9	+11.4
La.....	12,047	510,288	42.36	+2	+4	+6.1	+4.2
Md.....	4,258	224,047	52.62	+1.0	+1.5	+13.0	+15.4
Mass.....	9,795	966,124	92.51	+3	+3.8	+2.5	+8.0
Mich.....	2,069	146,300	70.71	+2.3	+2.5	+16.4	+21.6
Minn.....	501	27,179	54.25	+6.4	+7.3	(?)	(?)
Miss.....	2,857	70,251	24.59	+9	+8	+48.0	+49.2
Mo.....	14,357	746,015	51.96	+4	+4	+6.0	+6.0
Mont.....	1,420	89,298	62.89	+7	+5	+14.6	+14.7
N. H.....	207	14,695	70.99	+4.0	+5.1	+61.7	+56.9
N. J.....	2,832	218,783	77.25	+1.5	+1.0	+22.1	+28.8
N. Mex.....	1,870	73,776	39.45	+6	+1.4	+6	+1.8
N. Y.....	39,499	3,263,163	82.61	+4	+3.0	+14.3	+19.1
N. C.....	9,869	363,302	36.81	+1.1	+1.2	+25.7	+29.3
N. Dak.....	629	61,301	73.95	+1.1	+5.7	+12.8	+31.4
Ohio.....	7,523	375,121	49.86	+1.1	+1.4	+14.4	+15.1
Okl.....	5,145	253,914	49.35	+1.3	+1.3	+8.1	+12.5
Oreg.....	2,915	223,931	76.82	+9	+1.0	+25.6	+27.8
Pa.....	12,548	674,240	53.73	+7	+1	+16.9	+29.5
P. R.....	17,820	151,300	8.49	+1.9	+1.3	+32.3	+30.3
R. I.....	1,300	96,727	74.41	+9	+1.7	+45.4	+50.8
S. C.....	7,419	232,385	31.32	+5	+6	+13.0	+13.0
S. Dak.....	593	27,364	46.15	+1.7	+2.5	+31.5	+34.0
Tenn.....	1,310	52,154	39.81	+5	+7	+136.0	+142.7
Utah.....	1,720	110,403	64.19	+4	+2	+10.8	+11.1
Vt.....	389	18,849	48.46	+1.8	+1.5	+38.9	+40.5
V. I.....	90	1,356	15.07	(?)	(?)	(?)	(?)
Va.....	4,512	172,206	38.17	+7	+1.4	+9.6	+15.6
Wash.....	5,562	397,012	71.38	+1	+1	+4.1	+1.9
W. Va.....	7,958	278,678	35.02	+1.9	+1.8	+41.3	+57.8
Wis.....	1,114	103,428	92.84	+4	+1	+2.0	+20.2
Wyo.....	437	26,052	59.62	+1.8	+1.9	+1.2	+1.3

<sup>1</sup> For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

<sup>2</sup> Percentage change not computed on base of less than 100 recipients.

<sup>3</sup> In addition to these payments from aid to the permanently and totally disabled funds, supplemental payments of \$44,275 from general assistance funds were made to 1,855 recipients.

**Table 16.—General assistance: Cases and payments to cases, by State, October 1954<sup>1</sup>**

[Exclusive of vendor payments for medical care and cases receiving only such payments]

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	September 1954 in—		October 1953 in—	
				Number	Amount	Number	Amount
Total.....	310,000	\$16,910,000	\$54.47	+0.8	+2.2	+28.9	+45.3
Ala.....	131	3,075	23.47	+7.1	+8.6	+14.9	+10.9
Alaska.....	135	8,251	61.12	+4.7	+24.3	+31.1	+64.7
Ariz.....	1,612	70,720	43.87	+4.8	+2.7	+10.9	+3.7
Ark.....	423	6,235	14.74	+15.1	+15.1	+36.1	+31.5
Calif.....	31,064	1,558,724	50.18	+2.0	+1.0	+13.2	+17.6
Colo.....	1,339	50,351	37.60	+3.4	+4.1	+8.5	+18.9
Conn.....	*3,024	*174,206	57.61	+2.0	+3.6	+14.3	+8.6
Del.....	1,119	55,310	49.43	+1.5	+2.3	+46.9	+59.2
D. C.....	528	32,773	62.07	+3.1	+2.1	+30.2	+28.1
Fla.....	5,300	90,700					
Ga.....	2,314	53,683	23.20	+3.7	+6	+13.4	+40.9
Hawaii.....	1,651	83,427	53.79	+2.1	+3.5	+111.9	+179.6
Idaho.....	87	3,827	43.99	(?)	(?)	(?)	(?)
Ill.....	32,922	2,325,092	70.62	+2.7	+5.8	+50.8	+70.8
Ind.....	12,848	450,408	35.06	+3.5	+3.6	+59.3	+73.7
Iowa.....	3,737	119,128	31.88	+3	+4	+24.2	+27.0
Kans.....	1,886	98,743	52.36	+1.2	+6	+21.4	+25.8
Ky.....	2,697	84,339	31.27	+1.5	+1.7	+5.6	+19.7
La.....	7,130	281,349	39.46	+1.2	+1.8	+2.6	+4.6
Maine.....	3,033	131,067	43.21	+2.3	+6	+12.0	+9.1
Md.....	2,300	124,823	54.27	+4.6	+6.7	+14.4	+15.6
Mass.....	12,442	678,327	54.52	+3	+2.7	+17.0	+16.4
Mich.....	20,094	1,413,959	70.37	+3.2	+3.8	+71.1	+113.8
Minn.....	6,237	332,464	56.51	+4.9	+8.7	+22.2	+34.1
Miss.....	882	12,035	13.65	+5	+9	+18.5	+21.9
Mo.....	5,652	215,609	38.15	+1	+1.6	+3.4	+16.7
Mont.....	2,303	105,048	45.61	+2.8	+8.8	+332.9	+561.6
Nebr.....	1,388	58,990	42.50	+3.1	+1.7		
Nev.....	359	12,338	34.37	+4.7	+7.1	+23.8	+23.4
N. H.....	1,082	47,394	43.80	+6.6	+9.1	+41.3	+32.1
N. J.....	7,626	598,463	78.48	+2.4	+2.6	+35.9	+52.0
N. Mex.....	558	14,444	25.89	+2.4	+1.1	+49.6	+52.7
N. Y.....	*29,177	*2,238,568	76.72	+3.9	+3.1	+16.1	+18.2
N. C.....	2,114	43,920	20.78	+7.5	+13.1	+22.0	+15.8
N. Dak.....	296	12,839	43.38	+5.0	+5.3	+3.1	+22.5
Ohio.....	29,537	1,561,356	52.86	+3.9	+3.9	+55.8	+82.2
Okl.....	*14,400	*73,755			+8.6		+1.2
Oreg.....	4,850	270,889	55.85	+4.8	+3.6	+16.8	+6.6
Pa.....	24,120	1,689,133	70.03	+6.1	+8.2	+67.9	+119.3
P. R.....	1,016	10,710	10.54	+1.8	+11.0	+60.6	+38.2
R. I.....	3,640	252,764	69.44	+9.5	+9.9	+14.7	+26.4
S. C.....	2,225	49,725	22.35	+1.5	+6	+1.6	+3.8
S. Dak.....	1,117	35,159	31.48	+1	+5	+132.2	+129.7
Tenn.....	2,102	35,538	16.91	+7.5	+1.3	+8.4	+17.7
Tex.....	8,800	183,000					
Utah.....	1,629	93,737	57.54	+1.1	+2.6	+37.4	+32.3
Vt.....	1,150	53,000					
V. I.....	85	1,124	13.22	(?)	(?)	+36.1	+19.7
Va.....	2,221	77,119	34.72	+1.8	+2	+22.2	+22.5
Wash.....	9,216	556,213	60.35	+5.6	+4.3	+19.0	+22.5
W. Va.....	2,630	74,071	28.16	+1.1	+3.2	+18.8	+25.3
Wis.....	8,100	599,277	73.98	+4.4	+7.4	+69.4	+107.0
Wyo.....	190	8,408	44.25	+5	+6.3	+48.4	+45.8

<sup>1</sup> For definition of terms see the *Bulletin*, January 1953, p. 16. All data subject to revision.

<sup>2</sup> Partly estimated; does not represent sum of State figures because total excludes for Indiana and New Jersey payments made for, and an estimated number of cases receiving, medical care, hospitalization, and burial only.

<sup>3</sup> State program only; excludes program administered by local officials.

<sup>4</sup> About 3 percent of this total is estimated.

<sup>5</sup> Partly estimated.

<sup>6</sup> Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents about 60 percent of total.

<sup>7</sup> Percentage change not computed on base of less than 100 cases.

<sup>8</sup> Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

<sup>9</sup> Includes cases receiving medical care only.

<sup>10</sup> Includes 5,434 cases and payments of \$170,510 representing supplementation of other assistance programs.

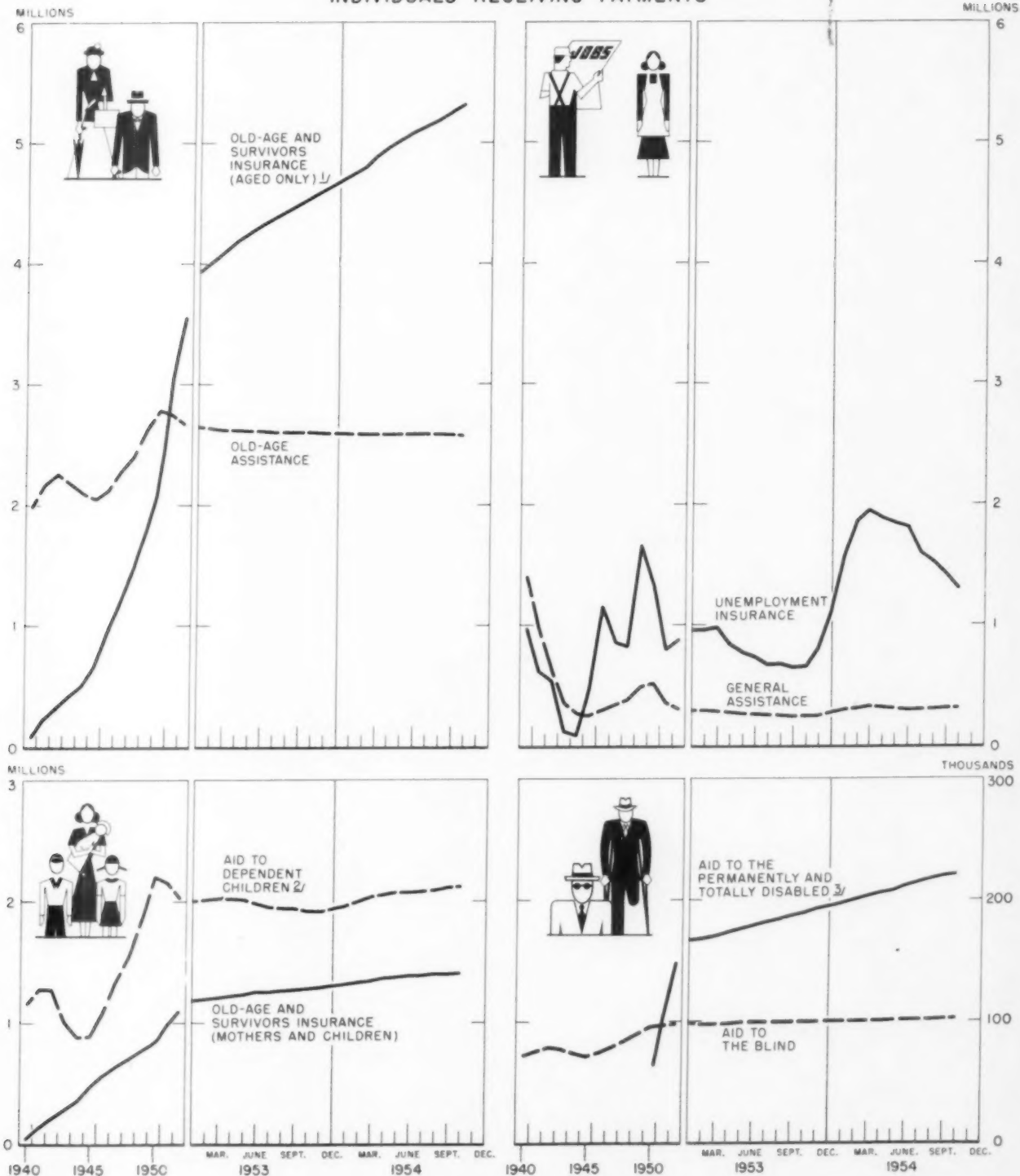
<sup>11</sup> Excludes estimated duplication between programs; 1,518 cases were aided by county commissioners and 3,216 cases under program administered by Oklahoma Emergency Relief Board.

<sup>12</sup> Estimated on basis of reports from a sample of local jurisdictions.



# Social Security Operations\*

## INDIVIDUALS RECEIVING PAYMENTS



\* Old-age and survivors insurance: beneficiaries receiving monthly benefits (current-payment status), estimated for August 1954; annual data represent average monthly number. Public assistance: monthly number of recipients under all State programs (including, beginning October 1950, cases receiving only vendor payments for medical care, except in general assistance); annual data, average monthly number. Unemployment insurance: average weekly number of beneficiaries for the month under all State laws; annual data, average weekly number for the year.

<sup>1</sup> Receiving old-age, wife's or husband's, widow's or widower's, or parent's benefit. Beginning September 1950, includes a small proportion of wife's beneficiaries under age 65 with child beneficiaries in their care.

<sup>2</sup> Children plus 1 adult per family when adults are included in assistance group; before October 1950, partly estimated.

<sup>3</sup> Program initiated October 1950.

NOTE: Data for payments and data for individuals receiving payments appear in alternate months.

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